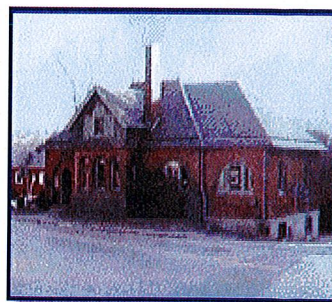
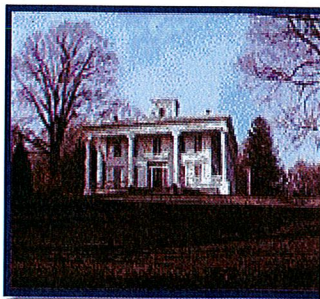
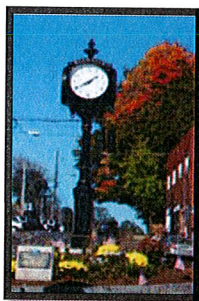


VILLAGE OF BREWSTER 2015 COMPREHENSIVE PLAN



Village of Brewster, Putnam County, New York

Final prepared by the Brewster Comprehensive Plan Committee
for the Village Board of Trustees, June 2015



VILLAGE OF BREWSTER 2015 COMPREHENSIVE PLAN

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CHAPTER 1 - INTRODUCTION

This document is an update to the Village of Brewster's 2004 Comprehensive Plan. The 2015 Update to the Comprehensive Plan (the Plan) is intended to provide planning information, guiding principles, goals, objectives, and policy points for future development in the Village of Brewster. The hope is to strengthen and enhance the quality of life for residents through thoughtful, sustainable development. The Plan stresses the importance of community input, believing that the Plan should be an expression of residents' goals and hopes for the Village. Some of the descriptive text in the 2004 Comprehensive Plan is still relevant, so it has been included in this update with some editorial and updated information.

Importance of a Comprehensive Plan

A Comprehensive Plan is a document that describes a community's vision for its immediate and long-term development, protection, enhancement and growth. A Comprehensive Plan should be a readable, clear document that is used often, rather than being adopted and put on a shelf. The Comprehensive Plan forms the basis and reasoning for regulations. It is not enough to know what is or is not allowed; one must understand the reasoning behind the laws. "A village comprehensive plan is a means to promote the health, safety and general welfare of the people of the village and to give due consideration to the needs of the people of the region of which the village is a part" (Village Law § 7-722). Therefore, the policies described in this document will serve as the blueprint for the Village's development in the future.

Planning Policies, Goals, Recommendations and Implementation Strategies

The 2015 Comprehensive Plan examines the following policy areas:

- Historic and Cultural Resources
- Demographics
- Economic Development
- Land Use, Community Character and Zoning
- Traffic and Transportation
- Natural Resources and Infrastructure
- Governance
- Sustainability

The Comprehensive Plan update primarily focuses on methods to achieve economic revitalization and stimulation, particularly in the core downtown area. The core downtown area of the Village is the existing B-1 Zoning District which includes Main Street to Marvin Avenue, and extends from the MTA commuter rail station to the East Branch of the Croton River, a world renowned trout fishing destination. The Plan encourages the implementation of Transit Oriented Development (TOD) for this area. The Plan also sets forth additional modifications for the other business and commercial districts within the Village, as well as additional traffic and the public parks improvements in its jurisdiction.

The primary goals of revitalization and the focus of this Comprehensive Plan update along with its associated zoning changes and urban renewal actions include:

- Encourage Transit Oriented Development (TOD) and revitalize the Village, focusing on the existing downtown core and redeveloping substandard sites and buildings;
- Create jobs and career opportunities for Village and area residents;
- Provide new positive tax revenue to the Village, Town, County and School district;
- Provide a vibrant downtown and create a diversity of uses (live, work, shop, learn, and play);
- Restore and subsequently maintain the Village as a preeminent regional destination;
- Provide a mixed-use downtown setting to include residential, commercial, retail, hospitality, parks, open space, cultural, civic and other uses;
- Create and enhance Village gateways;
- Improve streetscapes and create a pedestrian friendly, “walkable” environment;
- Achieve the adaptive reuse of vacant buildings or rebuild where appropriate; and
- Create sustainable development by implementing smart growth and green building design elements in an economically viable plan.

The final two chapters of the Plan describe the Recommendations and Implementation Plan for the above policy areas. The Recommendations chapter outlines the planning policies, goals, and recommendations that support the community’s vision for its long-term development. The policies were the result of the numerous public input meetings, and discussions held by the Comprehensive Plan Committee and consultants. These are the agreed-upon planning principles which the Village will use as general standards for making important land use, design, and development decisions in the future. Anyone reading the first section should have a clear idea of what the community feels is most important. The Implementation Plan chapter summarizes the “Implementation Strategies” that can make the land use recommendations a reality. The Village recognizes and acknowledges the importance of the implementation of the Comprehensive Plan. In order to make it a useful document, both for setting policy and as a legal tool to enforce regulations, the Village must enact the recommendations of the Plan. This section includes both short-term and long-term implementation strategies. Some are achieved through zoning regulations, while some will require additional action and funding, such as recommended traffic and transportation changes. Short-term strategies are to be enacted by updating the zoning code, and by establishing an urban renewal district and urban renewal plan. Long-term

strategies should be acted upon by the Board of Trustees when funding is secured, and should be based on the policy goals as outlined in this Comprehensive Plan.

CHAPTER 2 - HISTORIC RESOURCES

Historical Background

The Village of Brewster, incorporated in 1894, physically lies within the Town of Southeast. Walter Brewster, a local builder and speculator, initially founded the Village in the 1840s. In 1848, Brewster and his brother James purchased a 134 acre farm that comprised much of what is now the Village of Brewster, motivated by the prospect of nearby mines, an abundant water supply, and the certainty that the Harlem Line Railroad had plans to pass through the already incorporated Town of Southeast (Howe 4). With the hopes of getting the burgeoning rail line to make a stop on their land, the two brothers constructed passenger and freight stations on their farm.¹ By 1849, the Harlem Line did indeed reach "Brewster's Station".

At the time the Brewster family purchased the farm, there were only a few houses and a Methodist Church already in the area. A one-room schoolhouse was built soon thereafter. In 1849, Walter Brewster laid out Main Street. A skilled builder, Brewster was responsible for the construction of over 50 buildings, churches and stores in the new village. Building homes at the rate of six or seven structures a year, the first house Brewster erected was the Walter Brewster House in 1850, still standing at 43 Oak Street (Howe 59). Growth in the Village progressed rapidly, gaining hotels and other business establishments. By the 1890s, Brewster's thriving businesses included three dry goods and grocery stores, an active coal business, a tin shop, the newspaper printing press, the Southeast House and Brewster House, a wagon-making and black smith shop on East Main, and one barber (Howe 17).

The railroad furthermore helped to foster two local industries, iron mining and dairy, although neither remain in operation. At the height of its operation in 1879, the Tilly Foster Mine was the largest and most prosperous mine in Southeast, just two miles north of the Village, yielding 7,000 tons of iron ore per month.² In 1864, John Gail Borden constructed a milk condensery (the Borden Milk Factory), which was founded as a result of increased demand for condensed milk during the Civil War (Howe 16). These industries brought new families to the Village, and increased the local economy. John G. Borden, son of the factory's founder, funded much of the costs of building the Brewster school, the Town Hall and the Baptist Church (Howe 16).

By the 1870s, the Village of Brewster was a thriving community. However, in the later part of the 19th century, the construction of the New York City Croton Reservoir System had significant repercussions on the economy and the landscape of both Southeast and the Village of Brewster. Much of the best farmland was flooded, including the Borden Milk Factory Dairy Lands, while many other properties were condemned in order to protect the purity of the watershed.³ As a result, a pall was cast over life in the Village, causing many farmers to look elsewhere to take their milk, with many even going out of business (Howe 84).

Historic Buildings

The Village of Brewster contains numerous historic buildings dating from the mid-1800s into the 1900s. Several of these buildings have been preserved and represent important cultural resources for residents and visitors. Within the village there are six buildings that are officially listed on the State and National Registers of Historic Places. Another 11 buildings are listed on the State Preservation Historical Information Network Exchange (SPHINX). See Exhibit 1, Historic Properties for more detail. Many more structures are of local historic and architectural importance. While many of the historic homes along Main Street and elsewhere in Brewster may not be officially listed on the State and National Registers of Historic Places, they do contribute to the historic and architectural character of the village.

There is a concentration of historic buildings along Main Street between Oak Street and Wilkes Street. While some of these are private residences, others are important civic resources. These include the Brewster Public Library, a Federal style building constructed in 1931, and Southeast Museum (Old Town Hall), a National Register building that dates to 1896. These facilities offer educational, cultural and arts programming to residents and visitors and both facilities have plans for improved and expanded programs and services. The Walter Brewster House, circa 1850, is a Greek Revival-style building that was the residence of the founder of Brewster. The building and its landscaped grounds are owned and maintained by the Landmarks Preservation Society of Southeast.

Other buildings that are listed on the State and National Registers of Historic Places include the Brewster Metro-North Station, Putnam County Savings Bank (Comstock Building), First National Bank of Brewster (current Southeast Town Hall), and St. Andrew's Episcopal Church. In addition, according to SPHINX, buildings within the Village that are considered historic include the Southeast House, 62 Main Street, 84 Main Street, residence near 94 Main Street, Brewster Presbyterian Church (110 Main Street), as well as several private residences.

Relationship to Other Comprehensive Plan Elements and Proposals

This Comprehensive Plan includes a series of recommendations to encourage development and redevelopment in various sections of the Village. While such development is aimed at achieving an expansion of Brewster's economic base, especially in the downtown center, it will be important for historic features to be recognized and preserved as these projects progress. It is clear that Village residents and businesspeople recognize that the historic attributes of the Village significantly contribute to its community character. In order to integrate new development with these historic resources, care needs to be taken to ensure that new land uses and building designs are compatible with those that already exist. Factors that can impact this compatibility include density, building coverage, and height of the proposed developments.

Developers and owners of buildings of historic nature who pursue adaptive reuses strategies for new occupants should, where possible, follow preservation protocols to help maintain Brewster's unique architectural character. Some of the techniques for facilitating these preservation efforts are described below.

Actions for Historic Preservation

Despite the prominence and importance of its historic resources, the Village of Brewster has not established a historic district or any form of historic overlay zoning. Preservation and enhancement of historic resources can be fostered through local zoning and public policies to preserve and protect buildings, structures, objects, landscapes, and sites that possess special character, historical or aesthetic value as part of the heritage or culture of the Village, Town or County. Such policies can range from establishing a set of comprehensive design guidelines to help ensure that new developments better retain the visual and architectural characteristics the Village deems important to establishing a historic district that limits what changes can be made to designated properties. While there are several buildings in the Village that are already listed on the State and National Registers of Historic Places, there could be financial benefits to additional historic properties that are listed as part of a historic district. The Federal Historic Preservation Tax Credit Program provides federal income tax incentives for the rehabilitation of historic income-producing properties. Under the provisions of the Tax Reform Act of 1986, a 20% tax credit is available for the substantial rehabilitation of commercial, agricultural, industrial, or rental residential buildings that are certified as eligible for listing on the National Register of Historic Places. The credit may be subtracted directly from federal income taxes owed by the owner.

Although not a current consideration, Brewster may wish to establish a historic district in the future. Even if the Main Street corridor is not formally designated as a historic district or historic overlay zone, Brewster should promote its existing historic, cultural and architectural resources to secure additional business, investment and visitors to the Village.

¹ The Southeast Museum website at http://southeastmuseum.org/SE_Tour99/SE_Tour/.

² The Putnam County Visitors Bureau website, archived at <http://web.archive.org/web/20020616043738/http://visitputnam.org/Towns/Southeast/southeast.html>.

³ Interviews with Executive Director of the Southeast Museum Amy Campanaro, conducted at the Southeast Museum (Village of Brewster), 67 Main Street, New York 10509: March 1, 2003.

CHAPTER 3 - DEMOGRAPHICS

The provision of demographic data on the village level is critical to a Comprehensive Plan. Demographics provide a snapshot of current conditions and the analysis of demographics assist in identifying trends that will aid in future planning efforts for the village. In order to make well informed decisions, it is important to begin at the county level in order to provide an overall picture of the village within the context of its surroundings.

Table 3-1: Putnam County Population by Municipality

Municipality	Census 2000	Census 2010	% growth 2000 to 2010	ACS 2012 Estimate
T. Carmel	33,006	34,305	3.9%	34,333
Carmel Hamlet CDP	5,738	6,817	18.8%	6,663
Mahopac CDP	8,478	8,369	-1.3%	8,076
T. Kent	14,009	13,507	-3.6%	13,520
Lake Carmel CDP	8,663	8,282	-4.4%	7,782
T. Patterson	11,306	12,023	6.3%	12,029
Putnam Lake CDP	3,855	3,844	-0.3%	4,322
T. Philipstown	9,422	9,662	2.5%	9,687
V. Cold Spring	1,983	2,013	1.5%	1,695
V. Nelsonville	565	628	11.1%	770
T. Putnam Valley	10,686	11,809	10.5%	11,768
T. Southeast	17,316	18,404	6.3%	18,365
V. Brewster	2,162	2,390	10.5%	2,329
Brewster Hill CDP	2,226	2,089	-6.2%	1,778
Peach Lake CDP	1,062	1,044	-1.7%	1,557
County	95,745	99,710	4.14%	99,702
<i>Town population include villages and CDPs</i>				

Table 3-2: Regional Population Trends

Table 2 County	Census 1970	Census 1980	Census 1990	Census 2000	Census 2010	% change 2000-2010	% change 1970-2010
Westchester	894,406	866,599	874,866	923,459	949,113	2.78%	6.1%
Orange	221,657	259,603	307,647	341,367	372,813	9.21%	68.2%
Rockland	229,903	259,530	265,475	286,753	311,687	8.70%	35.6%
Dutchess	222,295	245,055	259,462	280,150	297,488	6.19%	33.8%
Ulster	141,241	158,158	165,304	177,749	182,493	2.67%	29.2%
Putnam	56,696	77,193	83,941	95,745	99,710	4.14%	75.9%
Sullivan	52,580	65,155	69,277	73,966	77,547	4.84%	47.5%
Total	1,818,778	1,931,293	2,025,972	2,179,189	2,290,851	5.1%	26.0%

In relation to other counties within the Hudson Valley Region, Putnam ranks 6th in population, but has the largest percentage increase (75.9%) in the Hudson Valley from 1970 to 2010. The growth rate has

slowed considerably over the past 10 years to 4.14%. The 2008-2012 ACS data estimates the population to be 99,702.

Another key element to future planning is projections of population growth. The Cornell University Program on Applied Demographics provides projections at the county level and also for individual school districts. The table below provides details on the projects out to 2040 by age cohort.

Table 3-3: Putnam County Population Projections

Age Cohort	Census 2010	Population Projections			Percentage Change		
		2020	2030	2040	2010 to 2020	2010 to 2030	2010 to 2040
0-19	25,842	23,977	24,383	24,453	-7.22%	-5.65%	-5.37%
20-34	14,590	16,498	15,499	15,631	13.08%	6.23%	7.14%
35-49	24,447	22,309	24,908	24,223	-8.75%	1.89%	-0.92%
50-64	22,414	23,990	20,568	21,688	7.03%	-8.24%	-3.24%
65-84	10,935	14,300	17,470	16,550	30.77%	59.76%	51.35%
85+	1,482	1,397	1,679	2,271	-5.74%	13.29%	53.24%
Totals	99,710	102,471	104,507	104,816	2.77%	4.81%	5.12%

According to the most recent projections, Putnam County is projected to grow by an estimated 2,761 persons (2.77%) by 2020. Examining the projections out to 2030 and 2040, the county is estimated to grow by 2,036 persons from 2020 to 2030 and by 309 persons from 2030 to 2040. The overall growth from 2010 to 2040 is estimated to be 5,106 (5.12%), which represents a growth rate of .17% per year - essentially no growth. When examining the growth rates within specific age cohorts, the largest increases are found in the 65-84 and the 85+ groups. These two age cohorts are estimated to grow by over 50% by 2040 (6,404 persons). This clearly has ramifications in community and economic development planning. The age cohort of 20-34 is also projected to increase; however, the increase is only 7% over the next 26 years.

Table 3-4: Population by Age - Village of Brewster

Age	2000	2010	# change	% change
Under 5	146	163	17	11.6%
5 to 19	362	365	3	0.8%
20 to 34	675	772	97	14.4%
35 to 54	629	744	115	18.3%
55 to 64	134	164	30	22.4%
65 to 74	105	104	-1	-1.0%
75 +	111	78	-33	-29.7%
Totals	2162	2390	228	10.5%
Median Age	33.0	32.7	-0.3	-0.9%

The population change from 2000 to 2010 in the Village of Brewster was drastically different than both the County of Putnam and the Town of Southeast. The age cohorts of less than 5, 20 to 34, 35 to 54 and 55 to 64 all increased while the age cohorts of 65 to 74 and 75+ lost population. The median age was 4 years less than both the county and town in 2000 and declined to 32.7 by the year 2010.

Table 3-5: Median Age by Sex

Sex	Putnam County		Brewster	
Race	2000	2010	2000	2010
Male	36.7	40.9	30.3	31.7
Female	38.1	42.9	36.3	35.3

The median age for both male and female drastically increased in the County as compared to the village. The median age in the village is substantially lower than the median is county-wide. In the Village, the median age for males increased by 1.4 years as compared to 4.2 years county-wide. The median age for females in the village decreased by 1 year, but jumped by 2.8 years county-wide.

Table 3-6: Racial Distribution - Village of Brewster

VILLAGE OF BREWSTER	2000		2010		Change 2000 to 2010	
Race	Number	Percent	Number	Percent	Number	Percent
White alone	1703	78.8%	1810	75.7%	107	6%
Black or African American alone	116	5.4%	70	2.9%	-46	-40%
American Indian and Alaska Native alone	8	0.4%	15	0.6%	7	88%
Asian alone	50	2.2%	82	3.4%	32	64%
Native Hawaiian and Other Pacific Islander alone	0	0.0%	13	0.5%	13	1300%
Some other race alone	252	11.7%	306	12.8%	54	21%
Two or more races	33	1.5%	94	3.9%	61	185%

The Village of Brewster witnessed a decline in the Black or African American population by 46 persons, or 40%. The largest number change was in the White alone population, which was 107 persons. The Asian population increased by 64% and now represents a larger percentage of the population than does the Black or African American population.

Table 3-7: Putnam County Hispanic and Non-Hispanic Population Change

Municipality	Origin	Census 2000		Census 2010		% change 2000 to 2010
		Number	% of total	Number	% of total	
V. Brewster	Hispanic	694	32.10%	1,338	56.00%	92.80%
	Non- Hispanic	1,468	67.90%	1,052	44.00%	-28.34%
PUTNAM COUNTY	Hispanic	5,976	6.20%	11,661	11.70%	95.13%
	Non- Hispanic	89,769	93.80%	88,049	88.30%	-1.92%

There has clearly been enormous growth in the Hispanic population from the 2000 Census to the 2010 Census. The county has witnessed an increase in the Hispanic population by over 95%, while there has been a decline in the non-Hispanic population by almost 2%. Brewster has seen its' Hispanic population almost double while losing over 28% of their non-Hispanic population.

Table 3-8: Village of Brewster Hispanic and non-Hispanic Population by Age Cohort

Age	Hispanic				Non-Hispanic			
	2000	2010	# change	% change	2000	2010	# change	% change
Under 5	53	110	57	107.5%	93	53	-40	-43.0%
5 to 19	131	188	57	43.5%	231	177	-54	-23.4%
20 to 34	341	612	271	79.5%	334	160	-174	-52.1%
35 to 54	157	376	219	139.5%	472	368	-104	-22.0%
55 to 64	8	33	25	312.5%	126	131	5	4.0%
65 to 74	3	15	12	400.0%	102	89	-13	-12.7%
75 +	1	4	3	300.0%	110	74	-36	-32.7%
Totals	694	1,338	644	92.8%	1,468	1,052	-416	-28.3%

The Hispanic and non-Hispanic population changes by age cohort in the Village of Brewster is dramatically different. The age cohort of 55 to 64 was the only non-Hispanic age cohort that gained population. The largest increase by count was in the age cohort of 20 to 34 in the Hispanic population, which was the largest decrease in the non-Hispanic population.

Table 3-9: Household Size by Household Type as a Percentage

Category	Brewster	
	2000	2010
Family Households	52.6%	53.7%
1-person household	34.2%	34.7%
2 or more person household	65.8%	65.3%
Married-couple family	33.9%	32.1%
With own children under 18 years	17.4%	18.2%
Nonfamily Households	47.4%	46.3%
Householder 65 years and over	10%	9.4%

The percentage of family households has increased in the village. The percentage of 1-person households and married couples increased in the village. The village showed an increase in married households with children under 18 years, while householders 65 and over slightly declining in the village.

The average household and family size in the village has slightly increased in the village from the 2000 Census to the 2010 Census. The average size of an owner-occupied and renter-occupied household has also increased in the village during the same time period.

Table 3-10: Housing Occupancy and Tenure

Category	Brewster		
	2000	2010	% change
Total Housing Units	881	961	9.1%

Occupied housing units	840	862	2.6%
Vacant housing units	41	99	141.5%
Homeowner Vacancy	1.9%	0%	-1.9%
Rental Vacancy	4.1%	9.1%	5.0%
Owner-occupied housing (number)	208	194	-6.7%
Renter-occupied housing (number)	632	668	5.7%
Owner-occupied housing (percent)	24.8%	22.5%	-2.3%
Renter-occupied housing (percent)	75.2%	77.5%	2.3%

The number of vacant housing units has increased. The village has witnessed an increase of over 140%, growing from 41 units in 2000 to 99 by 2010. The homeowner vacancy rate is estimated to be 0%. A rate of less than 2% indicates a high demand which has the potential of pushing prices up thereby negatively affecting affordability in a village with a relatively low median income. The village shows a high rental vacancy rate. A healthy rental market typically has a vacancy rate of 5%, which allows mobility and choice. The rate of home ownership in the Village of Brewster is the complete opposite of the rate in both the county and surrounding town. Many housing professionals and community development experts state that a healthy neighborhood has a home ownership rate of 66%, Brewster's rate is 22.5%.

Table 3-11: Year Structure Built (ACS 2012)

Year Built	2000 or later	1990 to 1999	1980 to 1989	1970 to 1979	1960 to 1969	1950 to 1959	1940 to 1949	1939 or earlier	Total
Brewster	65	160	72	70	49	72	39	430	957
% of Total	6.79%	16.72%	7.52%	7.31%	5.12%	7.52%	4.08%	44.93%	100%

According to the American Community Survey (ACS) 2012 data, 68.9%, or 660 housing units were constructed before 1979 county-wide. Lead-based paint was used in homes up until 1978. Although LBP was not used in all homes and was used much less frequently in the late 1960's and 1970's, the possibility of dangerous lead levels still exists. Lead-based paint was used much more frequently prior to 1960 and in nearly all homes built before 1939. Housing built before 1939 represents almost 45% of the entire stock. Over half, 56.5%, of the housing stock is over 50 years old, which strongly suggests a high number of homes are in need of major rehabilitation. In homes of this age, major systems and structural elements are typically in need of full replacement. Additionally, these homes are very inefficient in terms of energy use. Elements such as heating systems, doors, windows and insulation are also in need of updating.

Table 3-12: Units in Structure (ACS 2012)

Unit Description	Brewster	
	Units	% of Units
1 unit - detached	188	19.6%
1 unit - attached	45	4.7%
Single Unit Structures:	233	24.3%
2 units	221	23.1%
3 or 4 units	164	17.1%

5 to 9 units	81	8.5%
10 to 19 units	73	7.6%
20 to 49 units	154	16.1%
50 or more units	0	0.0%
Mobile home units	31	3.2%
Structures with > 2 units	693	75.5%
Total:	957	

An analysis of the number of "Units in Structure" reveals a greater number of 2 or more units per structure in the village.

Table 3-13: Median Income, Poverty, Median Gross Rent and Home Values (ACS 2012)

Category	Putnam County			Brewster		
	2000	ACS 2012	% change	2000	ACS 2012	% change
Median Household Income	\$72,279	\$95,259	31.8%	\$42,750	\$50,417	17.9%
Poverty	4.4%	5.8%	1.4%	14.5%	21.7%	7.2%
Median Gross Rent	\$913	\$1,278	40%	\$850	\$1,180	38.8%
Median Home Value	\$205,500	\$385,600	87.6%	\$172,200	\$317,100	84.1%

The median household income in the village is almost half of the median household income in the town and the county. Income in the village has risen by almost 18% between 2000 and 2012, from \$42,750 to \$50,417. Poverty in the village has risen by 50% since the 2000 Census and represents the highest rate (21.7%) in Putnam County among all towns and villages. The median gross rents and median home values have also increased by 38.8% and 84.1%, respectively.

Table 3-14: Educational Attainment (ACS 2012)

Level of Education	Brewster	
	Census 2000	ACS 2012
Less than 9th grade	19.7%	14.1%
9th to 12th grade, no diploma	9.9%	20.9%
High school graduate (includes GED)	28.4%	23.5%
Some college, no degree	18.4%	16.8%
Associate's degree	4.8%	5.5%
Bachelor's degree	12.3%	13.7%
Graduate or professional degree	6.5%	5.5%

The village has the highest percentage of its population with less than a 9th grade education; however, the percentage has drastically declined from 19.7% in 2000 to 14.1% in 2012. On the other end of the spectrum, the village has the lowest percentage of its population with a graduate or professional

degree, 5.5% in 2012, which also declined from 6.5% in 2000. However, the percentage of population with an Associate's or Bachelor's Degree increased, but still lower than both the town and county.

CHAPTER 4 – ECONOMIC DEVELOPMENT

A. Introduction

The Village of Brewster is a small, mostly built-up community with a population of approximately 2,400 persons and a labor force of approximately 1,100. The majority of Brewster's residents work outside the Village in Putnam and nearby counties, in New York City and elsewhere. The Village's proximity to the regional highway system and to destinations along Metro-North facilitates access to jobs via automobile and public transit. The Niche Marketing Study prepared in 2009 by E.M. Pemrick Company estimated daily Metro-North ridership from the Brewster station as 900 to 1,000 riders daily. Employment within the Village limits includes public sector jobs and both full and part time employment in businesses located along Route 6.

Future economic development opportunities in Brewster will result from new and expanded retail, restaurant and service uses created as part of the redevelopment plan, along with some infill development. Potential jobs with office, research, manufacturing and heavy commercial employers could occur on potentially annexed land or on other sites within the Village limits that could be assembled for such uses.

The Village's Hispanic population in 2010 was 1,338, 56% of Brewster's total. The Hispanic population of Putnam County in 2010 was 11,661, 11.7% of the total. With a significant concentration of Hispanic people in the Village and surrounding areas, many of these residents work in the downtown center in local business establishments that cater to this segment of the population. There are 14 businesses in the downtown, including restaurants, courier services, and gift shops, which can be classified as being Hispanic based on the products and services offered. The Hispanic population of the Village also has specific needs in terms of job training (including ESL and job readiness skills), and professional growth potential, which are described later in this chapter.

B. Employment in Brewster

To provide a framework for the economic analysis of the Village, a regional perspective is necessary. Brewster is located in the southeastern portion of Putnam County. Nearby communities in Putnam include Carmel, the County seat, to the northwest and North Salem in Westchester County to the south. Brewster is in close proximity to the Connecticut state line and approximately 10 miles from Danbury, Connecticut which has a substantial commercial base.

1. Commercial and Industrial Development in Southeastern Putnam County

Within southeastern Putnam County, significant commercial uses are located along major and secondary roads. There is a concentration of light industrial and warehousing southeast of the Village along Fields Lane, directly east of Route 684, within the Town of Southeast and extending into North Salem. There are also industrial and warehousing areas along Danbury Road near the East Branch Reservoir and along June Road. Sears Corner along Route 22 to the north contains offices, warehouses and strip commercial. In addition to County offices, the Carmel hamlet area directly northwest of Brewster contains strip commercial centers along Route 6 as

well as a traditional downtown on Gleneida Avenue. Regional shopping center development is located at the Brewster Highlands at Interchange 19 on Interstate 84 and at the Danbury Fair Mall. Although most of these large scale retail uses may not be appropriate for development in Brewster, they provide a substantial employment base for the region.

2. Labor/Workforce Characteristics

According to data from the 2010 Census, 1,116 residents of Brewster were employed. Of these, 238 (21.3%) commuted to New York City, including both train and automobile users. In addition, 42 (3.8%) commuted to White Plains and 28 (2.5%) were employed in the Village of Mount Kisco. The Census reported that 40 (3.6%) Brewster residents worked in Danbury, Connecticut. Only 26 (2.3%) residents of Brewster actually worked in the village as well, which reflects the small size of the village and its limited commercial base.

Journey to Work data from the Census indicates where people are working, how long it takes for them to commute to work, and how they are traveling to work. Among the Brewster residents commuting to work in 2010, 321 (28.8%) traveled less than 10 miles to their place of employment, 201 (18%) traveled between 10 and 24 miles, 362 (32.4%) traveled between 25 and 50 miles and 232 (20.8%) commuted more than 50 miles. Thus, more than half of the Village's working residents were commuting 25 miles or more.

This data also tells the commute times for people heading to jobs within Brewster. In 2010, 723 people were employed within the Village of Brewster. Of these workers, 318 (44%) traveled distances less than 10 miles and 223 (30.8%) commuted between 10 and 25 miles. There were 111 (15.3%) workers who traveled between 25 and 50 miles and 71 (9.8%) commuters who traveled distances greater than 50 miles. Unlike Brewster residents, those people who commute to the Village for work tend to have shorter commutes, with three-quarters traveling 25 miles or less.

C. Existing Economic Development Conditions

1. Business Inventory

An inventory of businesses within the downtown center (along the Main Street corridor from Hoyt Street to Wilkes Street) was conducted to analyze what types of businesses are present. These commercial uses were broken down into four categories: retail, restaurant, professional office, and personal services. In the downtown center, there were a total of 43 business establishments currently operating. Of these businesses, 13 were retailers, 9 were professional offices, 7 were restaurants, and 13 were personal services. General uses within the retail category included delis, gift shops (which sell clothing and general merchandise), bakeries, a florist, and convenience stores. The personal services category contained various uses including courier services, beauty salons, barber shops, a bank, and a laundromat. Professional offices included law, accounting, insurance, property management, and landscape architecture. Some of the

restaurants were a diner, pizzeria, café at the train station, and an eatery within a pool hall. Fourteen of the businesses located within the downtown center had Hispanic-orientation and they were mostly the courier services, delis, convenience stores, and gift shops.

In order to promote growth in the downtown center to encourage revitalization, the Village will need to focus on attracting more retailers and restaurants. This can be accomplished as development takes place, the residential population increases and more visitors are attracted to the Village. This can be seen further in the Niche Marketing Study, which had a comprehensive list of recommendations mentioned later in this chapter. Additionally, the focus should be on arts and entertainment uses to support the future vitality of the downtown center. This will concentrate uses in the downtown center for a dense corridor that is walkable and accessible to the Metro-North station.

2. Vacancies

A major objective of the planning for the revitalization of Brewster is reinforcing and strengthening its downtown center in the vicinity of the Metro-North station. Retail stores, restaurants, offices and personal service establishments in this area exist as ground floor uses in mixed-use buildings. Within the area along Main Street from Hoyt Street up to the Walter Brewster House, there were 7 vacant storefronts in 2014, which was about the same as the number in the 2009 Niche Study (when there were 5 vacant storefronts within this corridor). While there are vacancies in the other business areas along Route 6, the business center vacancies should be addressed as a priority due to their proximity to the train station and their support for a potential TOD project planned for this area. Commuters, either traveling in or out of Brewster, provide some market for businesses in the downtown center. There is one commercial vacancy within the ground floor space of 50 Main Street, a recently renovated building with a prime location directly across from the train station. Many of the vacant commercial spaces in this area are between 900 to 1,200 square feet, which is suitable for convenience uses that could serve commuters as well as local residents.

Outside the downtown center, the adaptive reuse of the Garden Street School offers the potential for significant economic benefits to the Village. The reuse of the school would also create new construction and permanent jobs (the number of jobs depends on the type of uses that are determined for the site and how much renovation and construction work is necessary). Various uses have been proposed for the building and the land surrounding the school, including live-work spaces for artists, age-restricted senior housing units, and assisted living units, among others. The playing fields north of the school building could be utilized for development as well.

The potential redevelopment site to the south side of Main Street, to the east of the Marvin Avenue/ Main Street intersection, provides an opportunity for future economic development uses, provided site assembly and zoning issues are addressed.

D. Economic Development Opportunities

1. Commercial Real Estate Trends

According to a local real estate brokerage firm interviewed as part of the comprehensive plan, between 2010 and 2014, several tenants filled commercial spaces on Main Street, including a music instruction store, hair salon, online used car sales, religious office space, vintage boutique, general merchandise, architectural firm, and fast food restaurant.

It was noted that space in the downtown center is limited. Potential occupants who inquired about space in Brewster included coffee retailers, mobile telephone sales, small restaurants, insurance agency, antique and specialty retailers, law office, accountants, real estate firms, and an art gallery.

A few issues have arisen regarding filling commercial spaces in the downtown center. Limited all-day parking is a key issue. It was also stated that water rates for this area are high, which has discouraged water-dependent retailers (coffee shops, small restaurants, and salons) since they would have a dedicated water meter.

2. Niche Study Recommendations

As mentioned in the 2009 Niche Marketing Study for the Village, it was recommended that Brewster focus on recruiting businesses to build on and enhance its historic and cultural assets. The study stated that cooperative marketing could also help create a brand for Brewster and bring awareness to its presence. Arts, culture, and entertainment have potential to be thriving economic sectors in Brewster. Targeting and concentrating these uses could help to create a cultural hub of activity within Brewster and attract a new population to the Village. In conjunction with increased, denser residential housing, the downtown center would expand and become more vibrant.

Other recommendations in the Niche Study for business development were to seek out talented entrepreneurs, provide technical assistance to existing businesses, and consider “alternative” business models and business incentives. Marketing and promotional recommendations were to develop a Village newsletter, expand special events, and establish a web presence. There were also planning and infrastructure recommendations, including continuation of efforts to create a municipal parking garage, develop bicycle and pedestrian infrastructure, restore the Old Town Hall, and work with Putnam County to promote business development in the Village.

3. Market Study

Although its primary focus was the market for housing development in Brewster, particularly housing on the TOD site, the market study prepared for Covington Development by Goman + York indicates that there is significant potential for commercial development in the Village based on a gap analysis that examined spending that occurs outside the market area for various types of retail goods. These “lost” expenditures were then converted into potential floor areas of commercial space. The gap analysis stated that there is potential for 100,000 to 200,000 square feet of commercial development, including regional stores, family restaurants and health care uses such as a large drug store. Such uses would be highly valuable as part of the TOD, or perhaps more likely on other redevelopment sites, where their surface parking demands could be more readily addressed.

Within the Village, limited vacant land makes the development of a very large scale shopping center (e.g., 200,000 square feet) unrealistic and undesirable given the scale and character of the Village. However, the properties assembled near the project along the south side of Main Street to the east of its intersection with Marvin Avenue have potential for the redevelopment of a large project, if so desired by the community. Other sites are small and several are better suited for residential or small scale (5,000 square foot) retail as suggested in the market study. Some commercial development, such as the sports facility suggested for the County record site, would also be desirable.

Given the emphasis on strengthening the downtown center near the station, both the market study and the comprehensive plan focus on the need to develop retail in this area, including possible larger scale restaurants and drug store, identified in the market study and smaller retail and service uses appropriate for a train station location, such as a coffee shop, dry cleaner, food store and sundry shops for commuters and TOD residents. Clearly these uses need to be on the Main Street frontage. In contrast, project amenities, such as a pool or indoor fitness center, could be situated elsewhere on the TOD site, perhaps on the Marvin Avenue frontage across from the DPW facility.

Retail and service uses would be an asset in marketing the residential development over time, as emphasized in the market study. As a result, the proposed development, including its structured parking, would require a well-conceived phasing plan.

Notwithstanding the emphasis on TOD, the opportunity to jump start the redevelopment of Brewster also should consider the adaptive reuse or the redevelopment of the Garden Street School. A wide spectrum of uses have been suggested for this 65,000 square foot building (two stories plus basement) including, among others, market rate condominiums, age-restricted senior housing, assisted living and a number of community-oriented uses that would likely be not for profit and non-tax generating. Among these, adaptive reuse for artist lofts, potentially as low cost live/work space, could be coupled with marketing the

downtown as a historic/artist destination similar to what Peekskill, Beacon, and Patchogue (on Long Island) have been doing. Unlike traditional housing, such a use could minimize the costs for such items as elevators, air conditioners, restrooms and removal of interior walls.

Brewster is only an hour away from New York City, about the same as Peekskill but closer than Beacon, where Dia: Beacon art museum is a major draw. Yonkers has plans to actively pursue this use as well. While Dia is a major component of Beacon's success, its restaurants, galleries, and craft shops along Main Street are equally important to the City's renaissance as they complement the anchoring art foundation.

The market study focused on the potential for household moves in the southern portion of Putnam County, including nearby areas in Westchester County and western Connecticut. The study estimated 8,500 household moves in this area, perhaps 10% of which could occur in Brewster. It further suggested that an absorption rate of about 50+ units per year could be achieved in a TOD development with extensive project amenities, designed primarily for young professionals attracted to the TOD. The study stated that the market's strength would increase as the housing and commercial development built over time.

Although the study addressed rental and condominium units, current financing for multifamily development is primarily available for rentals properties not condos. Other efforts to secure much needed ownership housing could be achieved in the play fields behind the Garden Street School and on various sites along the Main Street corridor.

Additionally, two of Brewster's assets should be incorporated into the planning. The natural environment of Brewster and vicinity offers significant potential for sales and services relating to recreational activities such as freshwater fishing, bicycling and hiking on regional trails that will converge in Brewster. The proposed park along the East Branch of the Croton River and Wells Park will be a short distance from the downtown center. Within the downtown center, there are a number of existing museums and historic attractions that can be built-up with the introduction of spaces available as art galleries, craft shops, and other boutiques, establishing further attractions that would bring patrons to future restaurants and shops in the Village. The integration of the scenic natural assets with the arts and cultural assets of the downtown center serves as the major highlights to draw new businesses, residents, and visitors into Brewster.

4. Job Training

A new workforce development program is underway for residents of Brewster. The program is called FITT to Grow New York: Flexible Innovation Training and Technical assistance supporting economic and workforce development. It is a collaborative partnership with Westchester County Community College and the City of Peekskill. After conducting an initial assessment, several needs were identified. These included job readiness skills, contextual ESL (English as a Second Language) training, and training for the advanced manufacturing sector (as there is one advanced manufacturing company in

Brewster and another in the vicinity of the Village). These training needs were singled out because of their potential role in addressing the community's unemployed and underemployed populations. When this program is implemented, it is expected that it will help provide the job skills needed for targeted segments of the Village population to progress economically. These efforts will help current village residents pay housing costs and more fully participate in the local economy, leading to increase income equity. Income equity is a policy that is fully supported by the Village.

5. Regional Goals

The Village of Brewster will strive to meet pertinent urban redevelopment goals stated by the Hudson Regional Economic Development Council (HVREDC), which are as follows:

Goal IV seeks to "[i]mprove key regional infrastructure to make the region more business-ready." Two relevant strategies involve:

- Promoting infrastructure investments in priority growth areas and established city or village centers to take advantage of the region's existing infrastructure.
- Supporting Transit-Oriented Development (TOD) to provide more sustainable, mixed-use development around transportation hubs. TODs can improve public transportation, generate jobs, expand the tax base, and establish a base of retail establishments and housing options.

Goal V strives to "[f]oster housing investment to attract jobs to the region, create construction jobs, and support the overall health of the regional economy through a vibrant housing market." The strategic plan notes the importance of compact, mixed-use, mixed-income, transit-oriented development to achieve sustainable economic growth through strategies that:

- Develop housing near mass transportation for easy access to New York City;
- Promote housing development by:
 - Developing housing in locations where infrastructure is available; utilizing existing industrial, commercial, or institutional buildings under adaptive reuse and locating housing near mass transit.

Goal VI aims to "[s]upport the revitalization of our urban centers as engines of regional prosperity." The strategic plan highlights the importance of focusing growth in these areas to advance the Region's economic prosperity through strategies that:

- Target regional growth in urban centers, whose compact, mixed-use development pattern creates an opportunity for growth that is sustainable, cost-effective, energy- and natural resource-conserving, climate friendly, affordable, and attractive to young workers.
- Promote the redevelopment of vacant and distressed properties, as well as the removal of blight and impediments to revitalization, by expanding state land bank

legislation that demonstrates the capacity to administer an integrated distressed property remediation program.

- Encourage a State commitment to making improvements to existing infrastructure in urban centers more cost effective.
- Attract investment and lay the foundation for transformative projects in urban centers by encouraging economic development planning, promoting development readiness, and streamlining the development process.
- Provide strategic implementation workshops and training programs involving land use board members and economic development staff to build understanding of new standards, programs, and processes and to enhance collaborative decision-making skills to facilitate an expedited development process.

In addition, the HVREDA strategy calls for inter-municipal cooperation: It embraces inter-regional partnerships that leverage cross-region resources. This conforms with the Governor's policy of support or shared serves through inter-municipal cooperation and with the objectives of the Local Government Efficiency Program administered by the New York State Department of State. In addition, the Village is currently a member of the regional Mayors Redevelopment Roundtable. In accordance with recommendations of the Mayors Redevelopment Roundtable, the Village recently adopted its promulgated Economic Development Policy Statement as a member of that regional municipal network. See Appendix F, Resolution Establishing An Economic Development Policy and Process for the Village of Brewster.

As previously mentioned, the Village will work to enhance the local economy by emphasizing tourism based on culture, art, and historic features and a lively downtown, along with enhancing and promoting its many recreational assets. The Village will also take advantage of shared assets and opportunities in surrounding areas including the Town of Southeast by making a commitment to participate in joint action with the county and adjacent towns when that action will enhance the overall economic activity in the greater Brewster area.

CHAPTER 5 – LAND USE, ZONING, AND COMMUNITY CHARACTER

The existing pattern of land use in the Village of Brewster and its relationship to zoning is a fundamental component of the Comprehensive Plan.

Although the Village Zoning Ordinance and Map were updated in 2008, shortly after the preparation of the 2004 Comprehensive Plan for the Village, this 2015 Comprehensive Plan reconsiders existing land use and zoning within the context of potential redevelopment planning for the community.

Additionally, this analysis also reviews a number of inconsistencies between existing land use and zoning that reflect policy objectives of the Village where the zoning has been designed to either limit or to encourage future uses and intensities of development, particularly on vacant and underutilized land. Issues identified by the Village building officials are also considered as part of the analysis of Village zoning.

A. Existing Land Use and Community Character

The Village of Brewster has a population of approximately 2,400 persons, and a land area of approximately 0.5 square miles.

The Village of Brewster is situated in a picturesque area in southeastern Putnam County, with varied topography and a number of water bodies that include streams and reservoirs, including the East Branch of the Croton River, which runs along the southern boundary of the Village.

Within the Village limits, the existing pattern of land uses, as depicted on Exhibit 3, Existing Land Use, shows that the predominant uses in terms of geographic area are residential and open space. However, the perception of the development pattern is that of a mixed-use area, with a significant commercial corridor that extends along the length of U.S. Route 6. Most of the open space areas and residential neighborhoods in Brewster are located at the edges of the community, hidden from views along Route 6.

The downtown center runs along Main Street (Route 6) and is generally located immediately east of the Metro North Railroad Station. In this downtown center, there are several four story buildings with apartments located above stores, and a number of historic and architecturally distinctive buildings. The newest building in this area is a four story structure that houses the Village offices on the ground floor, with 25 units of senior housing above. Downtown uses include eating and personal service establishments, offices and retail stores. A vacant movie theater exists along the south side of Main Street, proximate to a number of attractive institutional buildings. To the east and to the north of the downtown center, development along Route 6 includes a mixture of mostly housing and commercial uses. Two collector roads in Brewster run parallel to Main Street: Oak Street to the north and Marvin Avenue to the south. Just north of the downtown center, Prospect Street serves a 10 block residential neighborhood, with attractive homes built on 7,500 square foot or larger lots.

Major land use categories are described below.

1. Residential

As reported in the 2004 Comprehensive Plan, residential development in Brewster accounts for approximately one-third of the Village land area.

According to the U.S. Census, there were approximately 960 dwelling units in the Village of Brewster in 2010. Of these, approximately 27% were one and two family homes. The balance were three family and larger. Most of the multi-family housing is located along Main Street in apartments above stores and in two apartment buildings, one on Main Street and one on Oak Street, just west of the historic Walter Brewster House.

Residential development in Brewster is concentrated in four areas. Of these, the best defined geographic area is the 10-block residential neighborhood located along Prospect Street to the north of Main Street. This neighborhood contains attractive one and two family homes. The tree-lined street system is laid out in a grid pattern that provides easy access for neighborhood residents to the Metro North Station to the southwest of the neighborhood and to the downtown center to the east of the station.

In addition to the Prospect Street neighborhood, there are two smaller single family residential neighborhood areas in Brewster, one across the Route 6 Bridge in the northwestern portion of the Village, and the second in the eastern-most portion of the community along Allview Avenue. In these small neighborhoods, lot sizes and homes are larger than in the neighborhood that focuses on Prospect Street. The area to the west of the Route 6 Bridge is within walking distance of the train station. The area in the eastern portion of the Village is not. The character of the two areas is more typical of a spread-out suburban town than that of the more compact/denser Prospect Street residential neighborhood.

The fourth residential area in Brewster is less-defined, but more prominent. It includes existing housing along Main Street, Oak Street and Marvin Avenue, extending to the east from the downtown center to Peaceable Hill Road. Included in this area is a new, 24 unit senior townhouse development along Marvin Avenue west of the intersection of Oak Street and Main Street, and a 37 unit, age-restricted, manufactured home development with access from Peaceable Hill Road.

2. Open Space and Recreation

There are four large open space areas shown on the Exhibit 3, Existing Land Use, totaling approximately 25% of the Village land area. The open space areas provide both passive and active recreation. They include: (1) the John E. Markel Memorial Park in the northwestern portion of the Village, which has an array of active recreation fields; (2) Wells Park to the north of Oak Street also provides active recreation facilities; (3) the proposed park and open space area to the south of Marvin Avenue along the East Branch of the Croton River. When completed, the park along the river will offer passive recreation, including trails along the river.

In addition, the playfields to the north of the Garden Street School is another recreation resource in the Village that may or may not remain in the future, depending on the future use of the school property. There is also a pocket park, Bailey Park, located near the train station.

Complementing all these recreational assets of Brewster is the extensive bicycle and walking trail system that will connect Brewster with surrounding areas in Putnam, Westchester and Dutchess Counties when completed.

3. Public and Institutional

The public and institutional uses in Brewster, although encompassing a relatively small percentage of the land area, are a defining element of Brewster's overall community character.

Included within this category are a number of churches, museums, historic sites and municipal buildings. There are six structures in Brewster listed on the National Register of Historic Places, and several additional structures of recognized local historic significance.

The Garden Street School and surrounding grounds is the largest single land use in this public and institutional category. Taken together, however, the museums, historic sites and churches located between the Metro North Station and the Walter Brewster House in the downtown center of Brewster are the most dominant public and institutional land use element.

4. Commercial and Mixed Use

Commercial and mixed use development exists along the entire length of Route 6. There are several areas of commercial use, including commercial first-floor uses combined with residential uses in upper floors of the same structure mixed with free-standing residential structures. The various areas are outlined below.

- a. As previously noted, the four blocks to the east of the Metro North station is the area best described as the Village downtown center. In this area, four-story buildings with apartments above stores, interspersed with religious and historic buildings, provides a traditional downtown environment. The downtown area includes restaurants, retail and personal service uses and offices.
- b. To the north of this downtown area, along North Main Street and across from the Metro North tracks, the commercial and mixed use development is much less intense, with a few retail uses set among professional office uses and residential development along the roadway.
- c. To the east of the downtown center, between Oak Street and Peaceable Hill Road, the commercial uses are scattered and include automotive-related and heavier commercial uses, such as a County records warehouse. On the north side of Main Street, residential uses are concentrated almost up to the Main Street/Oak Street intersection. On the south side of Main Street, the development pattern is severely broken-up by some

significant steep slopes areas, where the elevations along Main Street are much higher than the properties that extend to, or front on Marvin Avenue.

- d. The block to the east of the Marvin Avenue/Main Street intersection on the south side of Main Street has been developed with commercial, mixed use and residential development built over time in a seemingly haphazard manner.
- e. To the north, as Route 6 joins Route 22, the character of the commercial area is highway-oriented, with auto related uses, retail and service establishments among the principal land uses.

5. Industrial

The only use in Brewster that may be categorized as industrial is the oil distribution facility located on North Main Street just south of the Village line. Uses abutting this facility, indicated as commercial, include a building housing a dancing studio, church, and research center.

6. Vacant Land and Parking

As indicated on Exhibit 3, Existing Land Use, Brewster is a largely built-up community, with relatively little vacant land available for development. However, the Village has several underutilized sites, which offer significant potential for development, including Garden Street School site.

Most of the off-street parking in Brewster is located adjacent to the railroad. A privately-owned lot is present on Hoyt Street. Limited on-site parking is available for commercial, public and institutional uses in the downtown center. On-street, metered parking is also available in the downtown area.

B. Zoning

The Zoning Ordinance of the Village of Brewster was updated in 2008 to reflect proposals in the 2004 Comprehensive Plan. The Ordinance has 12 separate zoning districts, including eight commercial districts, two residential districts, one parking district and one conservation district. The eight commercial districts include five separate business districts extending along Route 6. See Exhibit 4, Existing Zoning.

In 2009, a "Niche Marketing Plan" was prepared, analyzing the business environment in Brewster. Among its findings, the study recommended reductions in the amount of off-street parking required by the updated zoning, including parking on Main Street in the downtown center of the Village. In response to this recommendation, in 2011, the Village Board adopted supplemental provisions that provide reduced parking requirements in the downtown center (Parking Overlay District 1) and along Main Street, generally to the east and north of the downtown center (Parking Overlay District 2). See Exhibit 6, Supplemental Parking Overlay District.

Major issues identified with the existing zoning regulations relate to the lack of substantive distinctions among several of the five business districts and the need to strengthen the B-1 District, which provides

regulations for the downtown center. Inclusion of regulations that includes residential building types such as townhomes could be considered as a method to encourage home ownership in the Village.

The official title of the Zoning Ordinance is “The Zoning Chapter of the Village of Brewster, 2008”. However, for purposes of this chapter, it is identified as the Zoning Ordinance or the Ordinance. Although the basic structure of the Zoning Ordinance is sound, there are a number of modifications that should be made to several sections of the Ordinance. Possible zoning changes are discussed below and in subsequent sections of this chapter of the Comprehensive Plan.

1. The Business Districts

The B-1 District focuses on the downtown center of the Village. It includes the area along Main Street from the Metro-North station to just before the apartment building at 104 Main Street on both sides of Main Street, and to the intersection of Main Street and Marvin Avenue on the south side of Main Street. A separate B-1 zoned area is also mapped on the east side of North Main Street, north of Wells Street.

The B-1 permits retail, restaurant, tavern, personal service, art gallery, theatre and office uses, as well as apartments on upper floors of buildings. Free-standing single family homes are also permitted in the B-1. Restaurants permitted in the B-1 include fast food establishments, which could be integrated into ground floor mixed use buildings.

Permitted principal uses, cited above (uses permitted by right) require no discretionary action by the Village, other than review in terms of the specified lot, bulk and parking requirements. In addition to the permitted principal uses, the zoning regulations permit an extensive number of uses by Special Exception Permit, issued by the Village Board. Special Exception Uses require a level of review by the Village Board, a public hearing and a report from the Planning Board. For each such use, the Zoning Ordinance establishes general and, for some uses, specific conditions that must be met prior to the issuance of the Special Exception permit.

In addition to the uses permitted by right and the Special Exception uses, the B-1 zoning also allows accessory uses, including home occupations, professional offices and private garages.

The lot and bulk controls in the B-1 regulate: 1) the minimum lot area, lot width and yards; and 2) the maximum building coverage, height, residential density and floor area ratio (FAR). Of these, the maximum building height is four stories and 45 feet, which is consistent with the present scale of the existing buildings on the Main Street frontage. In contrast, the maximum building coverage, set at 37.5% of the lot area, is low for a downtown area, and is generally inconsistent with the objective of providing a continuous building frontage in the B-1. The 1.0 FAR is also low for downtown redevelopment and is inconsistent with other B-1 controls, including residential density requirements, which limit housing to 20 bedrooms per acre.

Floor area ratio (FAR) is the total amount of development permitted on a lot divided by the lot area. A FAR of 1.0 means that the total square footage permitted on a lot would be the same as the lot area. A FAR of 1.0 would mean that the total square footage would be the same as the

lot area. As an example, on a 5,000 square foot (sf) downtown lot, the maximum coverage set forth in the B-1 would limit the building footprint to 1,875 square feet (5,000 sf x 37.5%). If built to four stories, the total building area would be 7,500 square feet (1,875 sf x 4 stories); however, this exceeds the maximum FAR of 1.0, which is 5,000 square feet in this example. Hence, the FAR in the B-1 is too low.

The residential density in the B-1 is 20 bedrooms per acre. On a 5,000 square foot lot, current zoning would allow one or two units of housing.

As another example on a larger, 4.5 acre, B-1 site, the maximum coverage of 37.5% would allow a building footprint of 73,500 sf (4.5 x 43,560 x .375). That coverage times the maximum 4 story height would yield 294,000 sf of building (73,500 x 4) on the 4.5 acre site. However, with a maximum 1.0 FAR, the 4.5 acre site could only be developed with a 196,000 (43,560 x 4.5) square feet of building. The maximum density of 20 bedrooms per acre would result in 90 bedrooms (20 x 4.5) or say 45, two bedroom units on the 4.5 acre site. Assuming a gross sf of 1,000 sf per unit, that gives 45,000 sf for residential and the balance for retail and structured parking. At a 2:1 ratio, 90 parking spaces would be required for the 45 housing units. The 90 spaces would require about 40,000 sf for parking, leaving about 100,000 sf for retail. That appears to be more retail than needed, and not enough residential; thus suggesting the need for an increase in the FAR and density requirements.

Increasing the FAR, the residential density and the coverage in the B-1 should apply to the downtown center only where more intensive development would be appropriate. The B-1 on North Main Street to the north of Wells Street and the B-1 to the east of Wilkes Street could retain a FAR of 1.0, with the zoning classification changed to B-3.

There are no minimum yard requirements in the B-1, which is typical for many downtown center zoning districts. However, this means that a new downtown building in Brewster could be designed with a parking lot in the front yard area along Main Street. This could be remedied by adding additional controls such as a "build to line", which would call for a continuous frontage, with possible exceptions for a small outdoor dining area or similar amenities.

Parking requirements in the B-1 vary by location. In that portion closest to the Metro-North station, Parking Overlay District I requires no off street parking for commercial uses, and one space for each residential use. Outside the downtown center, Parking Overlay District II requires one off street parking space for each 600 square feet of floor area, and two spaces for each dwelling unit. Parking can be at off-site locations, with distances set forth in the Supplementary Parking Regulations. However, note on Exhibit 6, Supplemental Parking Overlay, that the two parking overlays do not match the zoning district boundaries in several locations.

Under certain circumstances, four story buildings in the B-1 currently may be 60 feet in height, presumably to account for grade changes for properties on the south side of Main Street.

The B-3 Business District is mapped on the north side of Main Street from the B-1 to the intersection of Peaceable Hill Road and Main Street. Designed as an intermediate district, it is

less intense and more restrictive than the B-1. Permitted principal uses in the B-3 include retail stores, restaurants, taverns, personal service establishments, offices, art galleries and single family dwellings. It excludes theatres and multifamily housing on upper floors, which are both permitted in the B-1. The B-3 also excludes all of the Special Exception Permit uses listed in the B-1, but adds bed and breakfast and institutional uses as Special Exception Permit uses. Home occupations and professional offices are permitted accessory use in the B-3.

With the exception of several automotive related uses near the Oak Street/Main Street intersection, existing land uses in the B-3 are generally consistent with residential and commercial uses permitted in the District.

The lot and bulk controls in the B-3 have minimum yard requirements of 20 feet for the front yard, 10 feet for each side yard and 15 feet for the rear yard. The maximum building coverage, at 40%, is slightly higher than the 37.5% in the B-1. The maximum building height currently is 35 feet, 10 feet less than the B-1, but the maximum FAR is 1.0, the same as the existing FAR in the B-1. Most of the B-3 is in Parking Overlay District II.

The **B-2, the B-4 and the B-5** are all mapped along Route 6 and 22 in the eastern portion of the Village. The permitted uses and the lot and bulk controls for each of these districts are similar, i.e., 40% coverage, 1.0 FAR, 3 story height. Single family dwellings are permitted in these three zoning districts.

Along North Main Street, essentially from Hoyt Street to Wells Street, and along Route 6 across the Metro-North Bridge, the frontage is zoned **PB, Professional Business**. The PB allows personal services, offices and single family residences by right; institutional uses, funeral homes and bed and breakfast uses by Special Exception Permit; and home occupations and professional offices as accessory uses. The 1.0 FAR, Floor Area Ratio, is high for permitted PB uses. Parking requirements are set forth in the Parking Overlay District II.

The **Light Manufacturing and Wholesale (LMW) District** is mapped along both sides of North Main Street in the northern portion of the village. Permitted principal uses include light manufacturing warehousing, outdoor storage, research and retail uses. Parking requirements, as required by Parking Overlay District II provide some flexibility, but this parking relief is not necessarily needed in this LMW zoning district.

The **Office Park (OP) District** is located in the southern portion of the village on Allview Avenue. Permitted principal uses include offices, medical clinic, medical laboratory, pharmacy, and physical therapy. The FAR is 0.8, with one parking space required for every 400 square feet of building. Minimum lot size is 40,000 square feet.

2. Residence Districts

There are two residential zoning districts in the Brewster Zoning Ordinance, one allowing single family homes on 7,500 square foot lots, the other allowing single family homes on 20,000 square foot lots.

The R Single Family District, which permits homes on 7,500 square foot lots, is mapped in three locations in the Village. The largest of these is the residential neighborhood located on either side of Prospect Street, to the north of the downtown center. This attractive neighborhood encompasses a 10 block area, which is within walking distance of the Metro-North station. The R zoning also exists to the west of this neighborhood, across the Route 6 Bridge in the north-western portion of Brewster. The third area of R zoning is mapped in the eastern-most portion of the Village to the east of Route 6/22.

Permitted uses in the R District are limited to single family homes on 7,500 square foot lots. Maximum building height is 2.5 stories or 35 feet. The maximum FAR is 0.5, which calculates to a maximum 3,750 square foot home on a 7,500 lot. The minimum amount of open space is 400 square feet per dwelling unit. The maximum building coverage is 25%. There is no maximum set for impervious surfaces, which would include buildings, parking area and walkways.

Accessory uses in the R District include home occupations and professional offices. Special Exception Permit uses include institutional uses (e.g., churches) and accessory two family dwellings, both of which are found throughout the neighborhood that exists along Prospect Street, north of the downtown center. In addition to the accessory two family homes in this neighborhood, there are several three family buildings, which are considered to be legal non-conforming uses.

The 37 unit retirement community west of Peaceable Hill Road is also zoned in the R district. Its manufactured homes do not comply with the lot and bulk controls in this District, making this a legal non-conforming development.

In contrast to the R District, **the R 20 District** is a lower density district allowing single family detached homes as well as semi-attached and attached town homes as part of a cluster development. The 20,000 square foot minimum lot size would apply to a free-standing lot for a single family home. It would also be used in the determination of density for a cluster development, which is limited in this district to one dwelling unit for each 2.5 acres of land area. The open space requirement in the R-20 is 5,000 square feet per dwelling unit, which provides further guidance on the potential cluster development. Specific regulations for cluster developments, however, are not present in the Zoning Ordinance, including procedures for approval, and the specific methods for determining lot count.

The R-20 is mapped in three diverse locations in Brewster. The first is the large, mostly vacant area to the west of the Metro-North railroad in the western-most portion of the Village. The second area includes the Garden Street School and its surrounding open space. The School needs zoning that permits a wide variety of suitable uses with densities that support the adaptive reuse of the facility. The third area is along the south side of Main Street between Marvin Avenue and Peaceable Hill Road. The latter area includes both residential uses and commercial uses that are developed in a haphazard pattern that presents an unattractive entryway along this portion of Main Street.

Other Zoning Districts

In addition to the two residential and seven commercial districts, the Zoning Ordinance has a C Conservation District and a P Parking District.

The C Conservation District includes expansive areas where existing and proposed park and recreation facilities are located. In addition to recreation and conservation uses, the C District allows by special exception use permit, Village DPW and NYC DEP uses, with buildings limited to two stories in height and a FAR of 0.05.

The P Parking District is mapped on one site along Railroad Avenue to the south of Main Street and to the west of Park Street. Permitted uses in the P District appear to be anticipating future development, with offices, retail stores, restaurants, taverns, and multifamily on upper floors permitted by right; and with Village public works facilities permitted as Special Exception uses. The maximum building height is four stories or 45 feet, which is consistent with the abutting B-1 District. However, the maximum FAR is 8.0, the highest of any FAR in the Zoning Ordinance. With this FAR, development on a 10,000 square foot lot could be 80,000 square feet. Since the P District site is not within a Supplementary Parking Overlay District, off-street parking would be required as part of any future development proposal.

3. Other Zoning Ordinance Issues and Concerns

Although the Zoning Ordinance is basically sound with well-defined procedures for the Village Board, the Planning Board and the Zoning Board of Appeals, there are a number of specific items that should be reviewed and possibly revised as part of an update of the regulations.

Since the Zoning Ordinance update is being coordinated with the Comprehensive Plan, it would be prudent to begin each Zoning District with a statement that describes the purposes of the district and how the purposes relate to the Comprehensive Plan and the revitalization of Brewster.

There are a few definitions that may need to be revised. Of these, the definition of a Comprehensive Plan needs to be amended to state that the responsibility for preparing the plan lies with the Village Board, not the Planning Board. The definition for special exception use permit should more clearly state that, if general and specific conditions are met, the special exception use is considered to be a permitted use. The definition of a variance and the procedures set forth for the Zoning Board of Appeals should distinguish between area and use variances. The definition of trailers and manufactured housing should be clarified.

Most of the Special Exception Permit uses do not have site specific conditions, with the guidance for issuance of the permit by the Village Board limited to the general conditions. Consideration should be given to adopting specific criteria for those uses that are more likely to present potential issues.

A review of Special Exception Permit requests for the past three years shows no pattern that would suggest modifications to this section of the Zoning Ordinance. In contrast, a review of the

requests for variances shows a pattern of proposals for additional housing, particularly in the downtown area, converting commercial space into rental units, which is not desirable.

The parking regulations do not allow tandem parking, mechanical parking or shared parking, three items that frequently come up as part of Transit-Oriented Development (TOD) near commuter rail lines. The current parking regulations are based on the number of dwelling units in multifamily buildings, not by bedrooms, which would be preferable. Moreover, the current regulations distinguish parking requirements for garden apartments from other multifamily buildings, again based on the number of units. Establishing a difference in parking requirements between garden apartments and other multifamily housing is not necessary. Using bedrooms as the basis would be more refined, particularly for parking near the train station where Transit Oriented Development calls for lesser parking requirements.

The Highway Commercial area landscaping and signage requirements should be updated to foster an improved visual image of the area along the roadway. Vegetative buffers should be encouraged along the frontages of these commercial properties. This would create separation from the roadway and limit visual impacts, providing a safer and more attractive environment. Signage should be applied to the front of the building and not extend past the roofline. Signs should also be as low as possible and have a regular shape while including the least amount of words possible.

C. Major Inconsistencies Between Land Use and Zoning

Exhibit 5, Existing Land Use and Zoning, overlays the boundaries of the various zoning districts in Brewster with land uses. Major areas of inconsistency are limited and include:

1. The area along north side of Main Street to the east of the Walter Brewster House, is mostly developed for residential use despite its commercial B-3 zoning designation.
2. Further to the east, the block beyond the Marvin Avenue/Main Street intersection on the south side of Main Street, is zoned R-20, the Village's low density residential district, despite its haphazard mixture of residential and commercial uses.
3. Finally, the south side of Route 6, to the west of the railroad bridge, is zoned Professional Business PB, despite its solid residential land use pattern. In this case, Village zoning policy in the 2004 Plan was to encourage additional professional offices along Route 6, which is a logical location for such uses.

The two areas along Main Street where zoning and land uses are inconsistent will need to be further considered as part of the redevelopment planning for that part of the Village.

D. Possible Zoning Text and Map Changes (Preliminary)

The B-1 is the Village downtown commercial district. It permits a wide variety of retail, restaurant, personal service and residential uses on an as-of-right or special exception use permit basis. Possible changes could include:

1. Prohibit drive through operations.
2. Prohibit adult uses (move these Special Exception Permit uses to another district).
3. Allow outdoor dining as a special exception use.
4. Change the south side of Main Street from Wilkes Avenue to Marvin Avenue from B-1 to B-3.
5. Amend lot and bulk controls, e.g., FAR with a maximum 1.0 is too low; residential density is too low; adopt a “build to line” that would preclude parking in the front yard, as one of several design controls for this area. Consider change to maximum height requirements in the downtown core.
6. Consider adding an incentive zoning provision that would allow the Village Board to increase certain lot and bulk requirements in exchange for the provision of amenities that serve the downtown area as a whole. This could include pedestrian plazas, outdoor dining, parking for uses on the north side of Main Street, etc.

The B-3 is an intermediate business district mapped on the north side of Main Street from the B-1 east to the Main Street/Oak Street intersection. At present, there are more residential uses in this district than commercial uses, however, the Village would like to encourage mixed used development along the length of Main Street. The B-1 are on the south side of Main Street from Wilkes Avenue to Marvin Avenue, as well as the R-20 district from Marvin Avenue to the Borden Bridge, are both proposed to be rezoned to B-3. Design controls should be added to address issues like parking and auto storage in the front yard.

The B-2, B-4 and B-5 are very similar highway commercial districts, which should be combined into one district, with design guidelines added to lessen the impact of strip commercial site development. Single family homes should not be permitted in this new highway commercial district.

In the LMW district, retail is a permitted use; consideration should be given to changing to a special exception permit use. The PB district does not appear to need any changes. The P parking District, however, needs to be reconsidered in light of future development near the train station.

The R District is the Village’s principal zoning district for single family homes. Manufactured homes should be included as a permitted use, recognizing the existing retirement community located off Peaceable Hill Road. Bed and breakfast uses could also be permitted in the R District. In addition, the maximum amount over coverage has been raised as an issue. There is no distinction between building coverage and impervious area.

The existing zoning for the Garden Street School site, the parcel west of the train station (Marvin Mountain), and the block along Main Street to the east of the Marvin Avenue/ Main Street intersection needs to be reconsidered. Floating zones, incentive zoning, and/ or other zoning mechanisms to encourage development in these areas may be implemented as appropriate. Innovative zoning techniques, including overlay zoning, form-based codes, special use permits, clustering, planned unit development, etc. may be considered for use in the village in all of the zoning districts where changes

are being considered to promote redevelopment, in-fill development or other significant development project.

E. Housing: Issues and Potential Solutions

The following housing examination was developed after analyzing demographic and housing data, fieldwork observations, and developing the framework for land use and zoning:

1. There is an imbalance between owner-occupied and renter-occupied housing in the Village, with Census data indicating that only 194 (22.5%) of the 961 units are owner-occupied (81.9% of housing units in Putnam County are owner-occupied). Although financing for new housing has recently been more readily available for rental housing, the Village also needs to define opportunities that could result in single family, two family, condominium and townhouse developments, which are more likely to be attractive to homeowners.

Zoning changes should be drafted to encourage a mix of new residential development including townhomes and condominiums with a density designed to encourage private sector investment in the urban renewal study area. This zoning could also apply to other sites such as the playfields north of the Garden Street School if developed separately from the adaptive reuse of the school building.

2. Existing housing in the Village, although an older stock, is mostly in good condition. Housing rehabilitation and code enforcement, including removal of lead based paint, are needed, particularly in the urban renewal study area.

3. Conversions of commercial space to residential apartments need to be avoided, both to maintain the Village's economic base and to avoid creating substandard housing conditions from unsuitable conversions. Zoning should not permit such conversions, unless as part of a special exception permit with appropriate criteria and safeguards.

4. Judicious removal of existing housing in the urban renewal should be pursued to eliminate the most deteriorated and blighted conditions. New housing as part of a TOD development adjacent to the Metro-North Station, and new residential development elsewhere in the urban renewal study area, should be pursued.

5. Condominium or cooperative housing is a possible adaptive re-use for the Garden Street School. Senior housing, assisted living and live/work space for artists has also been suggested. As previously noted, the playfields to the north of the school is a potential location for single family homes or townhome development.

6. The Village currently provides significant opportunities for lower cost rental housing in its two and three family homes and in its mixed-use buildings in and around the downtown area. The senior housing above the Village offices and the townhomes on Marvin Avenue are affordable housing built with State assistance.

CHAPTER 6 - TRANSPORTATION

The goal of the transportation elements of the comprehensive plan is to provide a transportation system that offers multiple transportation and transit mode options that will support new residential and commercial development in addition to existing workers, visitors and residents of the Village. It is recommended that the Village:

1. Improve the five-way intersection at Oak, Prospect, Progress, and Hoyt Streets.
2. Enhance the three gateways into the Village at the intersections of Route 6 and North Main Street to the west by the Route 6/ Carmel Avenue Bridge; Route 6/22 and Main Street to the east by the Borden Bridge; and Railroad Avenue and Route 22.
3. Improve the offset four-leg intersection of Route 6 and North Main Street, just east of the Route 6 Bridge. Pursue various alternatives including the replacement/ realignment of the deteriorated Route 6/ Carmel Avenue Bridge to the south to line up with Michael Neuner Drive.
4. Realign the intersection of Main Street and Oak Street to promote pedestrian and vehicular safety and improve circulation. This would enable trail connections to provide pedestrian access to Wells Park and the park being built along the East Branch of the Croton River.
5. Encourage walkability within the Village through the implementation of Complete Streets policies.
6. Establish connectivity among the existing Putnam County trails and the proposed trail network.
7. Provide pedestrian facilities where necessary in order to be ADA (American Disabilities Act) compliant (i.e. sidewalks, curb cuts). Improve streetscapes with landscaping and amenities.
8. Pursue implementation of shared lane markings on Main Street/Route 6 with NYSDOT Region 8 from Route 202 to CR 53/N. Main Street or extending further to the west to the Putnam Bike Trail at Putnam Avenue/Drewville Road.
9. Pursue implementation of shared lane markings on CR 53/N. Main Street with Putnam County from Main Street/Route 6 to Markel Park/Kobacker's Market/Maybrook Bikeway.
10. Pursue implementation of bike lanes on either side of Marvin Avenue or a multi-use trail on the south side of Marvin Avenue from Main Street/Route 6 at Wells Park to Railroad Avenue.
11. Consider pursuing MTA coordination regarding the extension of access to the west side of the extended train platform.

The following is a detailed description of the various transportation elements within the Village, including traffic and roads, pedestrians and bicycles, parking, and transit. Existing conditions and recommendations are interwoven. It is a culmination of several interviews with Village staff, a Complete Streets Audit, and research on New York State Department of Transportation (NYSDOT) and MTA/Metro-North Railroad data.

A. Traffic and Roads

The Village road system includes U.S. Route 6, also known as Main Street, a primary road, which runs through the entire length of the community. Two collector roads, Oak Street and Marvin Avenue, run parallel to Main Street. Prospect Street serves the 10 block residential neighborhood to the north of the Downtown Center. Its homes are within easy walking distance to the Metro-North station. Oak Street serves residential uses and the Garden Street School. Marvin Avenue serves less developed housing areas and utilities before terminating at Railroad Avenue. Oak Street intersects with Prospect Street, another collector road, just north of the Downtown Center. Main Street and the collector roads should have new and/or improved sidewalks to facilitate safe pedestrian access. There are a number of important intersections in the Village that need upgrading given existing geometry, alignment, and roadway connections.



Photo 1: The intersection of North Main Street and Route 6 is in need of improvements.



Photo 2: The gateway from Route 6/202 lacks effective signage to the Downtown Center.

1. Gateways

The intersection of Route 6 and North Main Street, just east of the Route 6 Bridge (also known as the Carmel Avenue Bridge), is a wide open, offset four-leg intersection. A gasoline service station located here adds additional paved areas to this gateway. Improvements should include access management improvements at the gas station, and landscaping and painting of the pavement to help control traffic flow through the delineation of the roadway, sidewalk, and adjacent properties. These improvements also enhance the physical appearance of the gateway. The Route 6 Bridge is deteriorated and needs to be re-constructed as well. Various alternatives to the bridge reconstruction and redesign of the intersection should be considered including the possible replacement of the bridge and shifting it to the south to line up with Michael Neuner Drive.

The intersection of Route 6/202 and Main Street in the eastern portion of the Village is also an unattractive gateway to Brewster. As motorists turn toward Main Street crossing the East

Branch of the Croton River, existing vegetation near the Borden Bridge is overgrown. In addition, the area lacks effective signage directing visitors to the Downtown Center. This gateway would also include the uses up to the intersection of Main Street and Peaceable Hill Road, as seen in Exhibit 11, Proposed Traffic Improvements.

The third gateway is at Railroad Avenue, south of the train line at Route 22 (by the former Electra-zone field). This area has been identified as important to promote. This should be done by adding signage to direct travelers who are approaching the Village from the south.

2. Traffic and Safety Concerns

Traffic volumes, traffic speeds, and the lack of sidewalks at its eastern edge are concerns along Oak Street, particularly given the residential and recreational uses and the lack of sidewalks. Additional traffic controls, which could include speed humps and better pavement markings, would help to reduce the speed of traffic. The intersection of Oak Street and Prospect Street is an awkwardly aligned five-way, stop sign controlled intersection along Oak Street at its western edge. Measures to control the speed and traffic on Marvin Avenue would also need to be considered.

In the vicinity of the Metro-North Station, where Route 6 and Main Street turn to the north, the paved area is sufficiently wide to accommodate on-street parking with sidewalks on both sides of the roadway. At the station itself, there is a traffic signal where Railroad Avenue and Main Street intersect. Traffic congestion occurs when trains arrive, and vehicular and pedestrian activity spikes. To the east along Main Street, there is one additional traffic signal, at Progress Street. Pedestrian crossings are provided directly north and south of the train station on Main Street, at Park Street, at Progress Street, and at Wilkes Street. As shown on Exhibit 12, Missing Sidewalks Map, sidewalks are present along Main Street, yet end as Main Street approaches Merritt Street (however, this is only on the north side). On the south side of Main Street, sidewalks are only absent for a short stretch as Main Street approaches the intersection with Marvin Avenue.

Oak Street has sidewalks to the west of the Garden Street School. Similarly, as development occurs along Marvin Avenue, sidewalks should be installed to provide pedestrian access to uses along Main Street and to the Metro-North Station.

3. Traffic Volumes on Main Street

New York State Department of Transportation 2011 speed and Annual Average Daily Traffic (AADT) data was reviewed. The State's data for the area along Main Street, between Peaceable Hill Road and Oak Street, was examined. To supplement the NYSDOT numbers, during the week of June 8 to June 14, 2014, all day machine counts were taken at the intersection of Main Street and Progress Street in the center of the downtown.

The three most recent counts showed AADTs of 12,380 vehicles per day in 2004, 10,890 in 2007 and a low of 10,280 in 2011. According to the machine counts, which were undertaken in the Downtown Center, the 2014 seasonally adjusted volume was 8,200 vehicles per day. This reflects a continuing decrease in volume and reflects traffic diverting from Main Street to Oak Street as Oak Street is being utilized as an alternative bypass. The VHB machine counts indicated that the AM peak hour is between 7:00 AM and 8:00 AM, with 594 vehicles per hour (vph). There were two PM peaks. One at 3:15 to 4:15 PM with 656 vph and one later at 4:45 to 5:45 PM with 652 vph.

4. Road Maintenance

There are approximately 32 roads that run through Brewster. There are two state roads (Rt.6/Main and Rt. 22), four county roads, two town roads, four private roads, and several Village roads. See the table below for a list of roadways.

Responsibility for maintenance and refurbishment lies with the agency that has jurisdiction over each road. The New York State Department of Transportation claims responsibility for State roads from white line to white line, in other words they are not responsible for the roadbed beyond the travel lane. This leaves the Village of Brewster responsible for drainage maintenance on State roads. In addition, the state contracts out for snow removal for state roads in Putnam County.ⁱ

Putnam County is responsible for maintaining the county roads that run through the Village of Brewster. According to the Superintendent of Public Works, there is a good working relationship between his team and the County, but there is no need for collaboration from day to day between the maintenance teams. The County may help the Village with snow removal during an especially large snowstorm, but for the most part, the Village maintenance team will take care of all snow removal. The Village furthermore has an agreement with the County for storage of winter materials, such as salt.

The Village maintenance team clears the snow from all Village roads. The Village is furthermore responsible for clearance of the parking lane since they have parking meters with which to collect revenue for their maintenance.ⁱⁱ While the Village may contract for a dump truck to haul snow during a large snowstorm, as mentioned, very rarely would the County be contacted for help with snow removal. Snow removal on sidewalks is the responsibility of the property owner.

The Village maintenance team does purely maintenance work. Any improvements are contracted out, mainly because the Village lacks the staff and equipment to do the work.ⁱⁱⁱ Refurbishment of roads is an on-going process; whenever the Board of Trustees secures funding money, major maintenance projects occur.

Table 6-1: Road Inventory

Road Inventory ^{iv}

Jurisdiction	Road	
New York State	Rt. 6 (Main Street south of the fire station and through the Village) Rt. 22	
Putnam County	Peaceable Hill Road	
Town of Southeast	Hillside Park Hillside Terrace	
Village (approximate list)	Allview Avenue Carmel Avenue Casino Street Center Street Eastview Avenue Ellen Avenue (Private) Garden Street Hoyt Street Marvin Avenue Meadow Lane Merrit Avenue Merrit Lane (Private) Michael Neuner Drive (formerly Maple Avenue) North Main, (North of the Fire House)	Oak Street Park Street Phillips Lane Progress Street Prospect Street Putnam Avenue Putnam Terrace Railroad Avenue Stone Ridge Road (Private) Ward Street Wells Street Wells Wood Lane (Private) Wilkes Street

5. Traffic Controls and Policing

There are three traffic lights in the Village of Brewster, and all three are under the jurisdiction of New York State Department of Transportation (NYSDOT). The traffic lights are located at the intersection of Route 22 and Main Street and the intersection of Progress Avenue and Main Street and the intersection of Main Street and Railroad Avenue. The Village completes some street sign maintenance. The Village currently has a stop sign at most of its road intersections. A neighborhood traffic circle, which is smaller than a roundabout, is also being proposed at the five-way intersection of Oak, Progress, and Hoyt Streets, to improve safety concerns and enhance traffic flows while effectively calming traffic. The existing right-of-way will remain and vehicles approaching the neighborhood traffic circle from all five streets will be required to stop.

The Village of Brewster Police department has responsibility for police control of Brewster streets and roadways. The Putnam County Sheriff's department, who dispatches the call to the Brewster Fire Department, processes calls to 911. ^v

B. Pedestrians and Bicycle

The Complete Streets Audit was a field inspection focusing on the Downtown Center in Brewster, essentially extending along Main Street from the Metro-North Station to the Oak Street intersection. There are currently no on-street bicycle routes, signs or pavement markings in the Village. Just to the east of the train station, the pavement area on Main Street is wide (about 65 feet at Park Street) with

angle parking on both sides of the street. Parallel parking and sidewalks extend to the east, where Main Street narrows to about 50 feet at Progress Street and 40 feet at Wilkes Street. Just beyond Wilkes Street, there is no sidewalk on the north side of Main Street. The sidewalks on Main Street in the Downtown Center are generally about 10 feet in width; to the east, the sidewalks are about five to seven feet in width. In the Downtown Center, this width is sufficient for planters and street furniture, and perhaps where the sidewalk is wider than 10 feet, appropriate for some limited outdoor dining. To the east of the Downtown Center, there is limited width for street furniture.



Photo 3:

Main Street/Route 6 is wide to the east of the Metro-North Station. Additional bus shelters are recommended along Main Street/Route 6.

There are three intersections in the downtown area that need some attention in the planning process. The Oak Street/Main Street intersection, which comes into Main at about a 30 degree angle, could be limited to west-bound traffic only, with east-bound traffic entering onto Main Street at a new connection just to the west of the existing intersection. Pedestrian crossings at the intersection should be considered. This crossing would also help to facilitate pedestrian access to Wells Park.

Along Oak Street, which runs parallel to Main Street to the north, there are sidewalks along western portions of the roadway, but none in the eastern portions near Main Street. Given

pedestrian traffic on Oak Street, sidewalks should be provided through its entire length. Oak Street is utilized as a Main Street bypass for residents living along the roadway and in the neighborhood to the north. It is also used by buses heading toward the Metro-North Station. Although the present width of the roadway helps to reduce speeds, speed can be reduced with additional painted pavement markings, identifying the edge of the roadway, in effect further narrowing it down. The use of speed humps to physically slow down traffic near Wells Park or School Street could also be considered. Further west, Oak Street's five-way intersection with Progress Street, Prospect Street and Hoyt Street is confusing and poorly aligned. Normalizing it to a more conventional design or the utilization of a round-about or traffic circle should be considered.

The principal intersection in Downtown Brewster is the intersection of Main Street and Railroad Avenue at the Metro-North Station. Despite the pavement width, traffic moves slowly in the area, given the turn in the roadway, the railroad station, and a number of pedestrian crossings. Some of the crossings here and in the area to the east meet current NYSDOT standards in terms of pedestrian ramps, pedestrian signals, pedestrian warning signage and tactile warning strips, while some others do not. The former Southeast Town Hall is located in the center of this intersection. The possible development of a Village Green should be considered by closing off vehicular access in the area directly behind the old Southeast Town Hall building between Railroad Avenue and Park Street. This area can then be converted into a pedestrian, green space. While desirable from an aesthetic perspective, closing of a small portion of this intersection would need to be carefully considered, given the traffic realized at this location when trains arrive and depart.



Photo 4: ADA-compliant tactile warning strips and pedestrian ramps on Main Street/Route 6.

Connections between the trail system being developed in and around Brewster were also discussed during the Complete Streets Audit, including a possible trail extending along Marvin Avenue to access the park and serve future development along that roadway. On Main Street, there is not adequate width to provide for bike lanes without losing substantial amounts of on-street parking. Thus, shared lane markings for cyclists should be encouraged as this will provide access for both cyclists and vehicles. The reconstruction of a retaining wall on Route 6 near Oak Street, which had crumbled down the slope, is scheduled for completion in spring 2015. Rehabilitation or replacement of the Route 6 Bridge that crosses over the railroad in the western portion of the Village is not on the Transportation Improvement Program (TIP). The sidewalk is closed on the bridge making pedestrian movement difficult. The Village and County should support the inclusion of the Carmel Avenue Bridge in the 2017-2022 State TIP.

Putnam County has a number of projects in and around Brewster. The bicycle path that extends from Putnam Avenue to North Main Street will connect to the Maybrook Bikeway II. It will connect to Putnam Bikeway IV on North Main Street. The ADA Transit Accessibility II project will connect with Peaceable Hill Road near the railroad bridge. Additional connections are designed to link to Wells Park and the Garden Street School site. Other pedestrian projects underway include a nature trail connecting the Morningthorpe Bridge to Route 6 from Peaceable Hill Road to Hillside Park and a proposed riverwalk park project along the Croton River.

A conceptual map of proposed traffic improvements can be seen in Exhibit 11, Proposed Traffic Improvements. This map includes proposals for bike lanes shared lanes and trails and connections. The locations of the proposed gateways are also noted.

C. Parking

Parking is very important to the Village of Brewster, as parking revenue makes up approximately 15% of the Village budget. There are approximately 216 parking spots managed by the Village as shown in Table 6-2. Additionally, the Town of Southeast runs the Gold Lot and the MTA runs the Trackside North and South Lots.

Table 6-2: Parking Lots

Parking Lot	Approximate # of Spaces
Tri-State Lot	102
Railroad Avenue	39
Marvin Avenue Strip	19
Green Lot	56
Total	216

Parking permits are prices based on the residential status of the person applying for the parking permit. Parking rates include the following:

Table 6-3: Parking Fees

Residential Status	Fee/Quarter
Brewster resident, merchant, or employee	\$100
Outside Village resident	\$166.25
Taxis	\$300

Parking in Downtown Brewster is another important issue. The proposal for a parking structure between Railroad Avenue and Park Street has been under consideration. Another idea is to allow 30 minute free parking on Main Street for shoppers. Merchant parking on Main Street needs to be avoided. To do so, off-street facilities, perhaps between Main Street and Marvin Avenue, should be considered. Providing early morning commercial loading/unloading parking regulations along portions of some blocks on Main Street should also be considered. There are no immediate plans to increase commuter parking in Brewster, according to Metro-North.

D. Transit

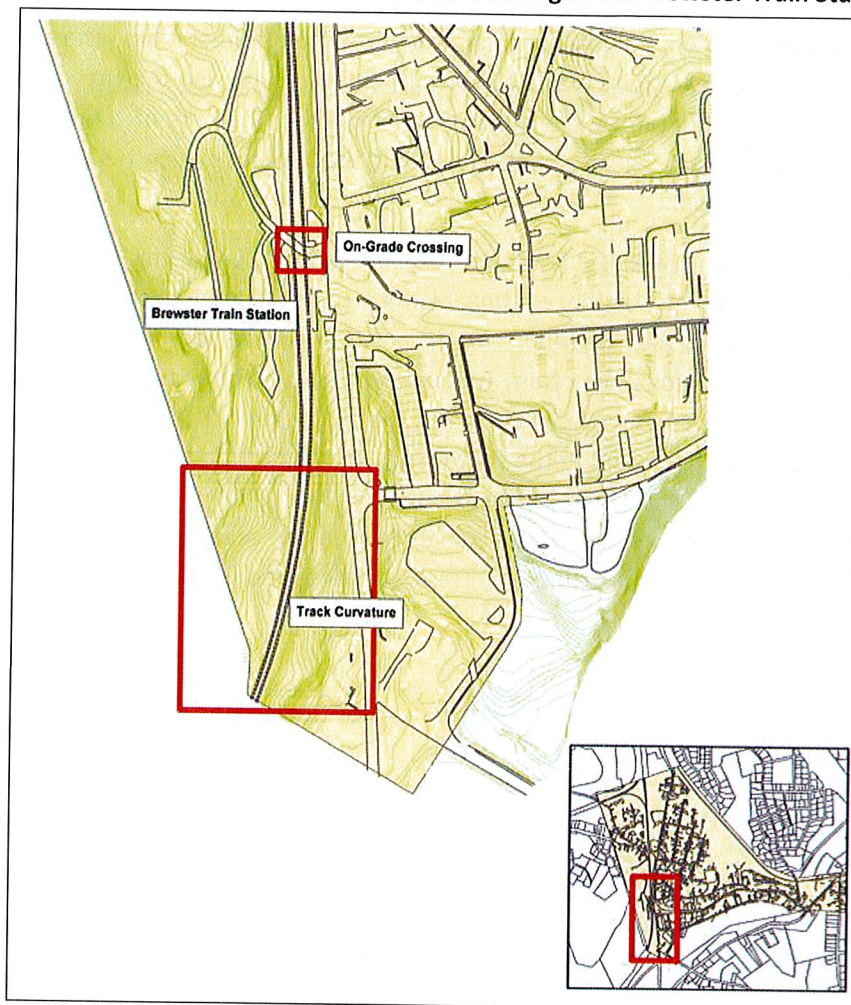
Brewster is accessible by many different means of transportation including state and interstate highway systems, Metro-North Rail, Putnam Area Rapid Transit, and Housatonic Area Rapid Transit. In addition, there are many taxi companies readily available for service within the Village.

1. Metro-North

The Metro-North Harlem line platform is at the Brewster Train station. The current schedule shows 13 morning peak trains and 13 evening peak trains serving the Brewster train station. While average ridership rates were not available from the MTA, the high number of rush hour trains, and the large number of people detraining at Brewster during rush hour suggests that this is a well-used station.

The Village has been thinking of ways to expand parking for Metro-North patrons, and for alternative access points to the existing platform. Rehabilitation of the area west of the platform and rehab of the on-grade crossing north of the station has been suggested in the past.^{vi} Currently, only four cars of any Metro-North train are able to platform at the Brewster station. This on-grade crossing, however, limits the expansion of the train platform to the north, and it is not possible to expand to the south because of a bend in the track. Eliminating the on-grade crossing and providing access from Carmel Avenue to the west side of the tracks should be considered. Currently there is no through road in this area. The track curvature and on-grade crossing can be seen in Figure 6-1, Track Curvature and On-Grade Crossing Brewster Train Station.

Figure 6-1: Track Curvature and On-Grade Crossing at the Brewster Train Station¹



2. Bus and Para-transit

The Village of Brewster is also served by PART (Putnam Area Rapid Transit) and HART (Housatonic Area Rapid Transit) bus services. Information about PART can be found at <http://www.putnamcountyny.com/PART/part.html> and information about HART can be found at <http://www.hartct.org/>. PART runs hourly from 5 am until 7 pm. HART schedules run in concert with arriving and departing Metro-North trains, allowing public transportation access from Danbury to the Village of Brewster.

Additional bus shelters and kiosks should be implemented along designated bus stops within the Village. Amenities, such as benches and trash and recycling containers, should also be implemented.

¹ This map was created by urban planning students at Columbia University using base data provided by JFRA.

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- ⁱ Interview with Roger Griemsmann, March 2, 2003
ⁱⁱ Ibid, March 2, 2003
ⁱⁱⁱ Interview with Dan Crawford, March 3, 2003
^{iv} Road Inventory, compiled by Dan Crawford.
^v Putnam County Sheriff's Department
^{vi} Interview with John Folchetti, February 24, 2003

CHAPTER 7 – NATURAL RESOURCES AND INFRASTRUCTURE

The Village of Brewster is located in New York's Harlem Valley and has a variety of natural and man-made features that contribute to the Village's quality of life, community character, and opportunity for business and development. The Village's location in the New York City Croton Water Supply Watershed requires close attention to watershed protection. This fact drives certain types of development/redevelopment and can limit uses that are easily approved elsewhere. Important natural features include: topography; scenic resources; reservoirs; and three distinct tributaries to the NYC Water Supply. Significant built infrastructure includes: wastewater collection and treatment facilities; potable water supply, treatment, storage and distribution facilities; new storm water treatment facilities; Metro North Railroad station and the nearby junction of I-84/I-684. The combination of location, natural features, and built infrastructure influence decisions regarding the future of the Village.

A. Topography

The Village of Brewster is comprised of approximately 310 acres and sits in southeastern Putnam County within the New England Uplands physiographic province. According to the Soil Survey of Putnam and Westchester Counties, New York, literature jointly published by the USDA, the Soil Conservation Service and Cornell University the New England Uplands is geologically complex, exhibits moderate relief, and the landforms found therein show strong correlation to the relative hardness of underlying bedrock. Water courses tend to follow softer, easily eroded rock formations and the topography was heavily influenced by the advance and retreat of the continental glaciers. Glacial retreat left the hard rock ridges and deposited deep coverings of till as overburden in the valleys.¹

The commercial areas of the Village are generally constructed on more gently sloping terrain, while the majority of the residential areas are constructed on the steeper upland terrain. There are areas of steep slopes (greater than 15 percent) that may preclude development. The highest elevation in the Village is found atop Marvin Mountain to the west of the railroad line at 765 feet above sea level. The top of Prospect Street near the Wells House measures 498 feet and the Croton River Basin elevation is 306.9 feet.

B. Scenic Resources

Scenic resources provided by the Village's location in these uplands are an important asset. The scenic vistas and water bodies increase quality of life and community character. Marvin Mountain, visible from many sites within the Village, provides an aesthetic natural backdrop to the developed residential and commercial areas. The East Branch of the Croton River (EBCR), Wells Brook and Tonetta Brook add multiple unique water features to the diverse natural setting provided by the rolling topography. The natural landscape serves as the backdrop for the unique cultural and historic landscapes that the Village enjoys.

C. Wetlands

Prior to the publication of the previous Comprehensive Plan of 2004, there were no wetlands within the boundaries of the Village of Brewster. Subsequent to that publication, the New York State Department of Environmental Conservation (NYSDEC) undertook an update to identify state wetlands within the watershed of the NYC Water Supply. As a result, the area between Marvin Avenue and the southern border of the Village has been added to NYS Wetland BR-29.² Virtually all of the land within the expanded wetland is owned by the City of New York. A significant portion of this area is occupied by an existing sewer line and a storm water treatment facility. Both of these facilities were constructed to enhance water quality for NYC, and have been permitted and approved by the New York City Department of Environmental Protection (NYCDEP) & NYSDEC.

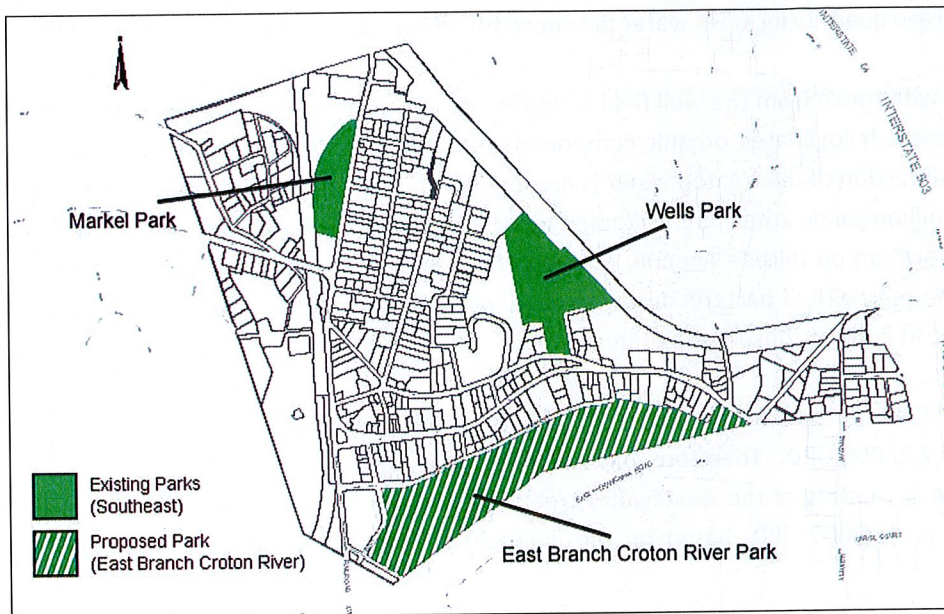
D. Parks

The wealth of natural landscape that surrounds the Village of Brewster has a large impact on the visual character of the Village. As of 2014, the primary parks within the Village of Brewster are Henry Wells Park, and John E. Markel Memorial Playground. Each park has restricted hours and specific seasons of operation (summer recreation oriented). Henry Wells Park is owned by the Town of Southeast and leased and operated by the Village of Brewster, and Markel Memorial Playground is owned and operated by the Town of Southeast. Also, Bailey Park is small pocket park near the train station within the Village boundaries.

To add to the park and recreational space available for use by Village residents, a passive recreational park along the East Branch of the Croton River (EBCR) was proposed by J. Robert Folchetti & Associates, LLC in 2002 and continues to be developed. The initial application, entitled "Brewster Passive Recreation Area and Trails Project," was presented to the New York State Office of Parks, Recreation and Historic Preservation with a request for funding consideration under the federal Recreational Trails Program (RTP). Targeted for use by Village residents but to be open for use by the general public, the proposed park development would span from Wilkes Street to where Marvin Avenue bends to meet Route 6/Main Street. (See Figure 7-1, Primary Parks in the Village of Brewster below). This proposed park will require approval from NYCDEP, since it would be located on NYC land that is owned for watershed protection purposes.

Putnam County is also currently completing an extensive bicycle and walking trail system along former rail lines, including the Maybrook Trailway through the Village of Brewster, with an entry point and parking available near Kobacker's Market on North Main Street, and includes a possible connection into the rear of Wells Park and the Garden Street School.

Figure 7-1 Primary Parks in the Village of Brewster



E. Water

The Village is surrounded by natural and manmade water bodies. Five reservoirs of the New York City Water Supply System provide significant aesthetic value to the area. Two of these reservoirs, Bog Brook and the East Branch, discharge into water bodies that flow through the Village. The East Branch of the Croton River (EBCR) receives the discharges from these two reservoirs and flows along the Village's southern border into the Diverting Reservoir. Wells Brook is located west of the EBCR; it originates in the Town of Southeast where it flows southward through the Village into the EBCR. Tonetta Brook flows through the Village from Tonetta Lake north of Brewster directly into the EBCR. The lands surrounding the EBCR are owned by New York City. Permits are required for use of any kind on these lands. The Village has permits for parking, wastewater collection and pumping and for storm water management practices on these lands.

1. Potable Water System

The Village's water source is provided by an unconsolidated sand and gravel aquifer located southwest of Bog Brook Reservoir, north of the Village boundary. This aquifer is the result of the glacial action discussed above and has been the primary water source for the Village and adjacent portions of the Town of Southeast since approximately 1954. Primary aquifer recharge is via precipitation. Numerous upgrades to the withdrawal system have occurred in the intervening years, leading to the present 5 well configuration. Each of the five wells is approximately 50 feet deep and is currently operable. Approved water taking from each well is as follows: Well No. 1 at 115 gallons per minute (GPM); Well No. 2 at 90 GPM; Well No. 3 at 72 GPM; Well No. 4 at 50 GPM; and Well No. 5 at 126 GPM. Maximum permitted taking is 440,880

gallons per day.³ Average water production for the past 18 months is approximately 185,000 GPD. This average quantity includes water produced for all consumers in and out of the Village.

Groundwater withdrawn from the well field is treated in an air stripping tower installed in 1984 to remove volatile halogenated organic compounds released from a now defunct dry cleaning operation. Disinfection of the treated water is accomplished using chlorine gas. Finished water is stored in a 1 million gallon atmospheric storage tank located on Hillside Avenue that was built in 1999. At the location on Hillside Avenue, finished water is re-chlorinated prior to entering the tank to prohibit regrowth of bacteria during storage. The tank provides approximately five to six days of storage at current consumption rates.

The capacity of the potable water treatment system is 440,880 GPD, but the capacity of the WWTP is only 240,000 GPD. Therefore, expansion of the water treatment system is limited by the average daily capacity of the wastewater treatment facility. The average production of the sewer system is 121,000 GPD, based on the average Village water consumption of 137,000 GPD.²

Drinking water is distributed within Village borders via a network of approximately 30,000 linear feet of PVC distribution mains. The network was installed in 2005-2007 to replace the aging cast iron system. The system also supports users in the Town of Southeast on Peaceable Hill, Allview Avenue and NYS Route 6 (both east & west of the Village). Peaceable Hill is a Town of Southeast Special District and is maintained by a Town Contractor. Distribution mains in the other areas served outside the Village are of unknown origin and age. The Village DPW repairs these lines when a break occurs in order to protect the integrity of the system.

Currently, the potable water PVC pipe network installed in 2007 which was designed in accordance with the "10 States Standards Recommended Standards for Water Works" of 1997 provides potable water to the entire village. A complete inventory of the piped network was assembled in the form of as-built plans during the installation of the new pipe system.

2. Consumption and Rates

In the Village, production of the well field is around 185,000 GPD. This figure includes water that is being sold to people outside of the Village limits and water lost through leakage, firefighting, meter flushing, and pipe ruptures inside and outside the Village. Both Village and Out-of-Village measured production and demand can be found in the tables below.

Table 7- 1: Village of Brewster Daily Water Production

VOB Average Daily Water Production in Gallons Per Day (GPD) ³											
1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002
264,095	268,987	271,092	279,595	276,483	264,470	269,196	275,915	254,152	266,211	267,778	257,499
2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
261,472	257,202	267,718	274,923	247,471	234,183	240,927	208,098	200,135	184,594	184,987	191,945

Table 7-2: Out of Village Water Demand

Out Of Village Consumption – average for an 18 month period	
Water Meter Location	Estimated Flow (Gallons Per Day)
Peaceable Hill	21,000
Allview Avenue	3,000
Route 6 and Route 22	5,000
Total	29,000

3. Metering

Currently, water meters are installed on all structures within the village. While there are some metered structures outside of the village, many of these meters are old and need to be replaced. The Superintendent of Public Works stated the assumption, however, that the outside users without a meter will continue to pay for water using a flat fee schedule.

4. Quality

The Superintendent of Public Works handles the operation and maintenance, including treatment, of the water system. The county health department has regulatory oversight over the quality of the water, and the EPA is responsible for the evaluation of the ability of the system that currently removes the chemical perchlorethylene.³

The Village must consider well head and aquifer protection when implementing any land use or zoning changes as a result of the findings and recommendations of this Comprehensive Plan. As recommended in the Draft Croton Plan, the limits of the source aquifer should be determined and additional safeguards to protect the aquifer should be established as necessary within the framework of the applicable zoning and land use codes and regulations. Many Towns and Villages in the State of New York have established groundwater protection overlay districts as a

means of protecting groundwater supplies by prohibiting certain activities within those districts. The Village may want to consider establishing such a district depending upon the delineated limits of the source aquifer.

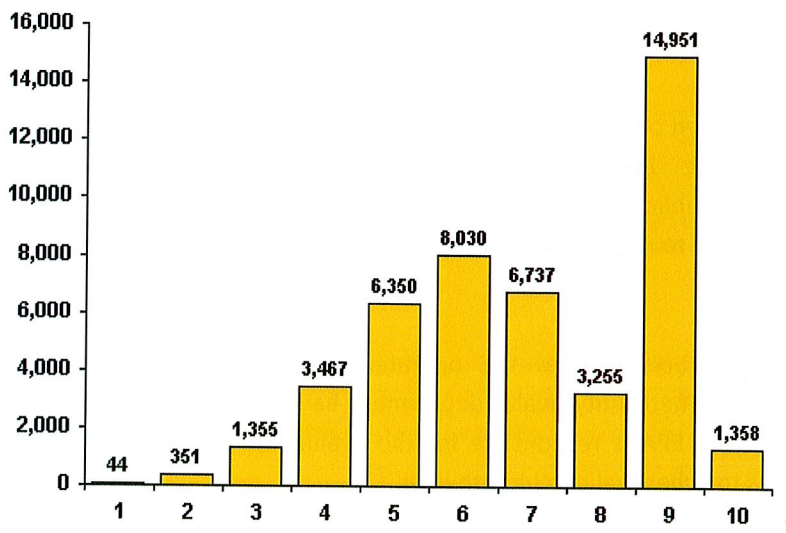
5. Fire Protection

Fire protection, is dependent on the piped water network.⁴ The Brewster Fire District encompasses the entire Village as well as significant areas in the Town of Southeast. Brewster Fire District is served by two fire stations, one that is located on North Main Street at NYS Route 6 and another is located in the Town of Southeast. The fire department is served by volunteers.

As of July 2014, there are 68 fire hydrants located within the Village limits, all of which are operational and comply with standards. On May 27, 2013, the ISO (Insurance Service Office, Inc.) gave the District a Public Protection Class of 5/8B, which is based on a percentage credit that is determined by the District's scores on a variety of fire protection classifications, including hydrant coverage and water pressure. Insurance agents use the Public Protection Class to determine fire insurance premiums.

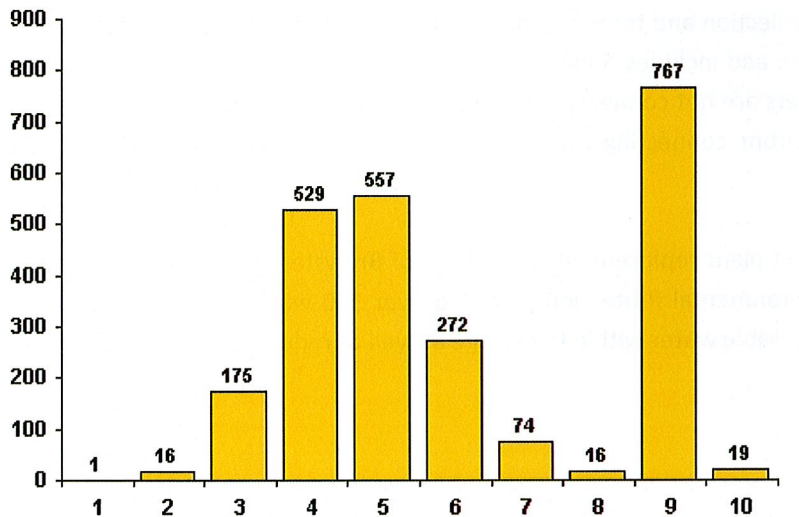
Public Protection Class 5 indicates a score of 50 to 59.99 percent of a total possible score of 100. Compared to other communities across the country, the Brewster Fire District has a slightly below average PPC. See the nationwide mitigation graph below.

Table 7-3: Nationwide PPC Rating by Municipality



Compared to other communities in New York State, the Village has an average PPC. See the statewide mitigation graph below.

Table 7-4: Statewide PPC Rating by Municipality



8

There are several contributing factors that are used to determine the ISO Public Protection Class rating, including fire hydrant characteristics such as available fire flow and the main connection size. In one site planning resource, it is suggested that main connections should not be less than six inches in diameter.⁹ According to the 2014 Village of Brewster Fire Hydrant Inventory, all hydrants in the Village of Brewster have a main connection greater than or equal to six inches¹⁰, which gives a robust firefighting capability.

According to Kenneth Clair of the Brewster Fire Department, the Fire Department utilizes a ladder truck with a ladder that is 100 feet tall. The ladder truck currently has limited function with the existing power lines throughout the Village, and in particular, along Main Street. Mr. Clair stated that the truck is utilized on Main Street if it is possible to get through the power lines which are a big obstruction. The overhead power lines result in safety concerns and difficulty in fighting fires. Therefore, as a recommendation for this update to the Comprehensive Plan, the overhead power lines on Main Street and Marvin Avenue should be placed in underground conduits. In addition, the maximum height of any structure along Main Street or Marvin Avenue should be limited to 75 feet when considering any revisions to the maximum structure height in the B-1 Zoning District.¹⁴

F. Wastewater Treatment and Sewage Facilities

In cooperation with the NYCDEP, the Village updated its wastewater collection and treatment facilities between 2004 and 2008. A modern, state of the art wastewater treatment plant was constructed at the

intersection of Marvin Avenue and Park Street. Permitted plant capacity is 240,000 GPD.⁴ Providing advanced biological treatment, including phosphorus removal and micro-filtration, the plant discharges to the EBCR approximately 200 feet north of its confluence with Tonetta Brook. Average daily flow for the past 18 months is approximately 121,000 GPD.

The Village is served by a sewage collection and transmission system comprised of approximately 30,000 linear feet of sewer and force main, and includes 5 main system pumping stations and 10 on lot pump stations. Outside Village water users are not connected to the sewage collection and treatment system and are contractually precluded from connecting unless they become part of the Village through annexation.

As part of the wastewater treatment plant replacement, the Village of Brewster in conjunction with the New York City Department of Environmental Protection provided over 300 water conservation kits to village residents to help conserve potable water within the village as well as reduce the daily wastewater treatment needs of the village.

G. Stormwater Management

Subsequent to the publication of the preceding Comprehensive Plan, in 2008 and again in 2010, the NYSDEC issued modifications to the SPDES General Permit for Stormwater Discharges from Municipal Separate Storm Sewer Systems (MS4), Permit No. GP 0-02-002. The revised permits, GP 0-08-002 and GP 0-10-002, levied significant requirements on local MS4's for retrofitting existing storm water systems within the NYC Water Supply watershed in order to remove phosphorus from tributaries to the reservoir system.

Topographically, the Village is divided into three subbasins: Tonetta Brook to the west, Wells Brook is in the center and the East Branch of the Croton River (EBCR) to the east. As previously stated, the EBCR is the primary water body supplying water to the Diverting Reservoir from two upstream reservoirs. Tonetta Brook and Wells Brook are both tributary to the EBCR. All of the Village streets are equipped with stormwater conveyance systems and virtually all runoff generated off impervious surfaces within the Village is discharged into one of these three sub basins.

1. Tonetta Brook Basin

Originating north of Lake Tonetta in Town of Southeast and flowing southerly towards the EBCR, the Tonetta Brook basin extends approximately 2 miles north of the Village. Once it enters the Village limits, the brook travels in a southerly direction extending approximately 4,600 LF before terminating at the East Branch of the Croton River east of Park Street. The area of its drainage basin located within the Village limits encompass is approximately 136 acres. A 28.5 acre portion of the Tonetta Brook drainage basin treated in the new detention basin includes an area of the west-central part of the Village that drains in a southwesterly direction towards Tonetta Brook. Prior to the 2013-2014 construction of the new stormwater collection on the west side of the

village, storm water collection and conveyance system structures installed in Prospect Street, Michael Neuner Drive, Oak Street, North Main Street, Main Street (NYS Route 6) and Railroad Avenue directed storm water runoff to Tonetta Brook untreated. New catch basins have been designed and installed with flow control devices that allow storm flows in excess of a magnitude 90% storm event to bypass the proposed treatment practice and to direct collected runoff to existing discharge locations.

2. Wells Brook Basin

Wells Brook basin is the smallest of the three Village drainage basins. This brook also originates in the Town of Southeast, flows as an open stream south to the Village Park. The stream is piped through the park, enters a culvert under Oak Street, and extends south through the new storm drain that was constructed at the south side of East Main Street to reduce flooding. This storm drain, consisting of two (2) 36-inch high-density polyethylene (HDPE) culverts, starts at the discharge point at the south side of East Main Street.

From this point, stormwater runoff is conveyed to the south and enters the Wells Brook detention basin. Constructed in 2013-2014, the Wells Brook detention basin includes an inlet flow control structure that directs flow to the basin during a 90% storm event, and conveys flow to the Wells Brook stream diversion channel when runoff rates exceed the 90% peak rate. An existing network of catch basins and conveyance system piping on Main Street directs stormwater runoff to the two existing 36-inch culverts.

3. EBCR Basin

The Village of Brewster basin is a small portion of the entire EBCR drainage basin. The main pollution comes from the upstream reservoirs and Wastewater treatment plants. The part of the EBCR in the Village is divided by Wells Brook basin into two areas; one includes discharges along Marvin Avenue and the other is the area where NYS(C) Route 22 and East Main Street cross at EBCR. Both of these areas are fully developed.

Most Best Management Practices (BMPs) are not suitable for this area due to the density of surrounding development and the lack of available land for pond and wetland treatment. Improvements in phosphorous and coliform bacteria are being realized by the new wastewater treatment plant and the Sewer System. Regular street sweeping and catch basin cleaning can reduce sand, silt, and trash deposits from entering the brook.

G. Water Protection Efforts

The Total Maximum Daily Load (TMDL) process is a watershed-based approach to manage both point and non-point sources of a pollutant to achieve water quality standards.⁵ The Village of Brewster is located in the Diverting Reservoir drainage basin. This reservoir has been placed on the New York State 303d list, which arose from the Clean Water Act, and identifies waterbodies that “are not attaining

water quality standards with technology based controls alone. The New York City Department of Environmental Protection (DEP) performed modeling to develop Total Maximum Daily Loads (TMDLs) in the watershed.”⁶

Concurrent with this requirement, the DEP published the “Proposed Phase I Phosphorous TMDL Calculations for Diverting Reservoir,” June 1996 and the “Proposed Phase II Phosphorous TMDL Calculations for Diverting Reservoir, March 1999. These were prepared in accordance with the United States Environmental Protection Filtration Avoidance Determination of December 1997 and the NYC Watershed Memorandum of Agreement of 1997. Under this study, the Diverting Reservoir was classified as eutrophic, which means a buildup of organic material, sediments and nutrients resulting in the creation of chemical and physical changes within a waterbody. This process is generally caused by the quantity of phosphorous and other pollutants entering water. The study identifies the Village of Brewster as a non-point source loading to the Diverting Reservoir.

The TMDL involves ongoing scientific research carried out by the DEP and provides funding to reduce specific sources of phosphorous and institute projects to improve water quality in watershed communities. Pollutant sources are broadly classified into two categories: point source and non-point source. A point source originates from a single, discrete location, while a non-point does not have any single point of origin. Implementation includes funding for projects that target both types of pollutant sources.

The Village of Brewster in cooperation with the Putnam County operating under the Municipal Separate Storm Sewer System (MS4) permit requirements, East of Hudson Watershed Corporation and the New York City Environmental Protection (NYCEP) constructed two Extended Detention Basins on a 17.7 and 3.07 acre parcels of land owned by the City of New York for compliance with the enhanced phosphorus removal strategies contained in NYS SPDES General Permit GP-0-10-002.

F. Utilities

1. Power/Gas/Telecommunications

New York State Electric & Gas (NYSEG) supplies electric power and gas services. Power is distributed on overhead wires, and gas is distributed over underground distribution lines. Verizon provides telephone service and DSL. Comcast provides cable service and cable modem broadband/VOIP. All line management is the responsibility of the utility provider.

There is one cellular telephone antenna located on the roof of the building at 55 Main Street in the Village of Brewster.

2. Solid Waste Collection and Disposal

A private company (Suburban Carting) in contract with the Village collects all residential Village garbage. A recycling program is a part of that contract. No services issues were raised in the recent interviews conducted.

¹

² Ibid, February 24, 2003

³ The Facility Plan for the Village of Brewster Collection System Extension, Created by J. ROBERT FOLCHETTI & ASSOCIATES, L.L.C. April 2000. Updated with information for 2000-2002 via JRFA.

⁴ Ibid, March 3, 2003

⁵ Proposed Phase I Phosphorous TMDL Report, <http://www.ci.nyc.ny.us/html/dep/pdf/tmdl/nonpoint.pdf>

⁶ The City of New York Department of Environmental Protection, <http://www.ci.nyc.ny.us/html/dep/html/tmdl.html>

¹⁴ Interview and email from Kenneth Clair, Brewster Fire Department, December 15, 2014.

CHAPTER 8 - GOVERNANCE

The study of the Village of Brewster's existing governance conditions focuses on the issues that influence the Village's ability to determine its destiny: legal status and powers, tax structure, and officially budgeted revenues.

A. Legal Status and Powers of the Village

The Village of Brewster is an incorporated village located within the territorial limits of the Town of Southeast, which, in turn, lies within Putnam County, New York. Given this legal status, the Village of Brewster is not an agent of the Town of Southeast despite existing completely within its boundaries. The Village is a political subdivision of the State of New York, as well as a municipal corporation with several key powers, including the power to own, buy, sell and lease property, levy taxes, the power to contract, and the power to intervene in any action or proceeding in any court.

The New York State Constitution sets the framework for these and other powers, specifically in Article IX, which regulates local governments (i.e. counties, cities, towns, and villages). Pursuant to §1 and 2 of this article, the Village also has the power to apportion its cost of a governmental service or function upon any portion of its area, the power to adopt local laws (since it can have a legislative body elected by the people of the Village), and the power to adopt and amend local laws not inconsistent with the provisions of the Constitution or any general law relating to property, affairs or government of the Village.

According to Village officials, the Village has full legal capacity to carry on its purpose and functions, and to exercise its legal powers.

B. Organizational Structure

The chief elective officials in the Village are the Mayor and the four Trustees, who along with the Mayor constitute the Village Board of Trustees. The Mayor may appoint one of the four Trustees as the Deputy Mayor. The term of office for the Village Board of Trustees is two years. The Trustees run on a staggered term, with elections held every year. The Mayor furthermore appoints non-civil service employees for a one or two-year term of office such as the Village Clerk/Treasurer.

The Village of Brewster employees are the following: Mayor, four Board of Trustee members, Village Clerk/Treasurer, part-time Deputy Clerk/Treasurer, part-time Clerk(s), Village Justice, Acting Village Justice, Justice Court Clerk, Court Clerk II, part-time Code Enforcement Officer(s), part-time Police Officers, Highway and Water Superintendent, Laborers, and part-time Parking Enforcement Officer(s). The Village is leasing and operating Wells Park and expects to employ one or more seasonal part-time Parks & Recreation employees.

The Mayor appoints the members of the Planning Board and the Zoning Board of Appeals. Each board is comprised of a chairperson and four members. Each member has a five-year staggered term.

C. Taxation Issues

Village residents pay five forms of local taxes: Village Tax, School District Tax, Volunteer Fire Department Tax, Town Tax, and County Tax. The total tax levy for the Village for 2014-15 Fiscal Year was \$632,104. Each year's Village Budget is posted on the Village website, www.brewstervillage-ny.gov, as soon as it is adopted (no later than May 1st each year). The Village fiscal year runs from June 1st to May 31st each year and an Annual Financial Update Document is filed with the State Comptroller's Office usually within a few months of the close of the Fiscal Year.

The Town of Southeast Tax Assessor provides assessment of properties. Property taxes for the Village are then calculated based on NYS law and the needs of the budget. The MIL rate is applied using the assessment roll to meet the targeted annual tax levy. The Town's Tax Receiver collects the School District, Town, and County Taxes, and the Village Treasurer collects the Village Taxes.

D. Village Revenues

Beyond the land tax revenue increase as explained above, the Village 2014-2015 budget does not set forth material increases in the revenue items that are customarily budgeted by the Village. Court Fines and Parking lot income charges, the second and third largest items in the Village revenue budget respectively, should be similar to 2013-2014 (\$360,000 and \$160,000 respectively).

CHAPTER 9 - SUSTAINABILITY

A. Sustainable Development Goals

The concept of sustainability is woven throughout the fabric of the Comprehensive Plan and serves as a fundamental guiding principle as Brewster carries the plan forward to implementation. It is in Brewster's best interests to pursue a strategy of development that satisfies the primary standard of sustainability: "to meet the needs of the present without compromising the ability of future generations to meet their needs" (Brundtland Commission of the United Nations, 1987). The Village will encourage efforts to expand public awareness, formulate and apply key principles, and create regional indicators to measure progress toward sustainability.

In general, achieving sustainable development will require initiatives to reduce the consumption of energy, land and other non-renewable resources; minimize the waste of materials, water and other limited resources; create livable, healthy and productive environments, and; reduce greenhouse gasses in order to assist in alleviating the impact of global climate change.

For Brewster, achieving sustainability means encouraging the redevelopment of the Main Street without compromising the physical environment of the village, promoting energy conservation and use of alternative energy sources, improving public transportation, improving public parks and open spaces and improving access to such, strengthening the downtown core as a regional center, preserving and creating new housing and strengthening existing residential neighborhoods, and much more.

The Village of Brewster's goals and objectives for redevelopment are also consistent with regional Plans. The Mid-Hudson Regional Economic Development Council is a regional council established by Governor Cuomo in 2011 to foster economic development in specific regions throughout the State. The Regional Council adopted a Five Year Strategic Plan in 2011, with an update in 2012 that consists of key goals and strategies including many that highlight the importance of transit-oriented development as a main strategy to stimulate economic development. Other components within the Strategic Plan that would be consistent with those that are being recommended in Brewster are: directing growth to existing centers; reducing parking requirements; zoning for higher densities and mixed uses; and improving streets, sidewalks, and trails to connect communities and promote non-motorized transportation and providing a diversity of housing options.

The goals and recommendations made in the Mid-Hudson Regional Sustainability Plan will serve as the guidelines for Brewster "to provide project ideas, best practices, objectives and targets, as well as baseline information that can be incorporated into comprehensive plans, management plans, zoning, and other planning and strategy documents".ⁱ The Village of Brewster would benefit from incorporating the guidance throughout Mid-Hudson Regional Sustainability Plan, to help in one of their main goals of "the creation of more livable neighborhoods and communities that will retain existing residents and businesses while attracting new citizens and economic opportunities".ⁱⁱ

Along with regional Plans, the Village of Brewster is committed to supporting State policies that promote energy conservation including clean energy. The Village supports all relevant state policies that

further this goal, including the Energy and Climate Executive Order 30-24 (GHG Emissions) and Executive Order No. 2 (Energy Policy) and the Climate Smart Communities Program led by NYSDEC. Proposed redevelopment efforts in Brewster will make every effort to reduce GHG emissions, to mitigate climate change on a per capita and per household basis, to conserve fossil fuel and to pursue climate smart initiatives. Climate smart initiatives that may be pursued include but are not limited to solar energy facilities, combined heat and power, trigeneration, micro-grids, distributed energy generation, on-site generation including wind and gas turbines. The Village should also work towards identifying and eliminating any and all zoning and other regulatory barriers to these types of facilities.

B. Smart Growth Principles

Consistent with the idea of sustainability, the Village of Brewster also supports the planning and urban design principles of smart growth. The principles of smart growth were formulated as a means to limit urban sprawl and make better communities. Smart growth principles can help conserve land, protect environmental resources, promote more efficient multi-modal transportation, create healthy neighborhoods and downtowns, conserve energy, foster community involvement, support the creation of affordable housing and more.

Smart growth principles can be implemented through planning and zoning ordinances, development regulations, public incentives, and regulations like urban growth boundaries. Smart growth principles have most often been applied in regions where there is significant growth that needs to be managed, but are also effective means to control sprawl and redevelop neighborhoods in the urban core. These principles would be very applicable to the future development proposed in Brewster.

The Village shall support the ten basic principles of smart growth in its future decisions and activities:

1. Mix land uses;
2. Take advantage of compact building design;
3. Create a range of housing opportunities and choices;
4. Create walkable neighborhoods;
5. Foster distinctive, attractive communities with a strong sense of place;
6. Preserve open space, natural beauty, and critical environmental areas;
7. Strengthen and direct development towards existing communities;
8. Provide a variety of transportation choices;
9. Make development decisions predictable, fair and cost-effective; and
10. Encourage community and stakeholder collaboration in development decisions.

Application of smart growth principles are highly recommended for Brewster, as it will aid in implementing the Comprehensive Plan as well as preparing for its eventual success. Smart growth principles can help guide investment decisions and stimulate development and help communities to cope with new growth when it occurs.

ⁱ Mid-Hudson Regional Sustainability Plan Implementation Guidance Document, Land Use Law Center at Pace Law School 9 (2013).

ⁱⁱ Mid-Hudson Regional Sustainability Plan Implementation Guidance Document, Land Use Law Center at Pace Law School 12 (2013).

CHAPTER 10 - RECOMMENDATIONS

The Comprehensive Plan for the Village of Brewster includes a long range Land Use Plan; a Traffic, Transportation and Public Facilities Plan; and a Downtown Plan that focuses on Main Street to the east of the Metro-North Station.

In addition, a Plan Implementation Program has been designed as a short term plan to effectuate other plan proposals. The Plan Implementation Program includes recommended zoning text and map changes; an urban renewal plan; a number of design guidelines to upgrade the visual environment of the Village; and several other recommendations derived from studies and plans prepared since the Village's 2004 Comprehensive Plan.

The zoning changes and redevelopment proposals set forth in the Plan Implementation Program should be pursued in the Village immediately upon adoption of the Comprehensive Plan by the Village Board of Trustees. Other plan proposals can be implemented over time.

Technical studies and alternatives and plan proposals were developed by a number of professional organizations, encompassing a broad citizens group known as Envision Brewster and a Comprehensive Plan committee, which includes the Village Board of Trustees. Among other things, these organizations focused on demographics, job training, and marketability of the downtown area, development of a Transit-Oriented Development (TOD) near the train station, urban renewal and zoning. The various plan proposals have been devised with extensive input from the local community. These groups examined a series of technical studies that addressed the Garden Street School, market potential for downtown businesses and TOD development and demographics, among others.

As part of the planning process, the Pace University Land Use Law Center led an extensive community outreach program that employed a series of techniques for community-wide public participation. The following Comprehensive Plan goals and objectives are based on the community participation program and the Comprehensive Plan Committee's deliberations on planning, zoning and redevelopment proposals.

A. Goals and Objectives

The drafting of Goals and Objectives is a vital step in the Comprehensive Planning process. Based upon information obtained in the documentation of existing conditions, discussions with the Comprehensive Planning Committee, reviewing the community-input documents composed by Envision Brewster, and meetings with the Village, the goals and objectives have been formed as concepts to be used as guidance when constructing the Comprehensive Plan. These concepts are achieved through the implementation tools such as zoning modifications and the enforcement of the proposals of the Comprehensive Plan, which, subsequent to its adoption, will become a prime policy document for the Village. It is the goals and objectives that form the vision for the Comprehensive Plan, and thus, for the future of the Village of Brewster.

Land Use, Zoning, and Community Character

Goal: To enhance community character, provide the most efficient use of land that balances both growth potential and preservation, the Village will:

1. Preserve the Village's character, especially the historic assets located in the Downtown Center.
2. Identify vacant, obsolete and underutilized sites for development of various uses.
3. Revise the Zoning Ordinance and Map to reflect existing and anticipated development patterns as well as fulfill the needs of the Village.
4. Preserve the residential character of the Prospect Street neighborhood.
5. Consolidate all highway business districts into one zoning district.
6. Pursue more efficient use of land where development is haphazard.
7. Encourage tourism to promote Brewster's historic and cultural features.

Parks, Recreation and Open Space

Goal: To preserve, maintain and provide existing parks, open space, recreation facilities, and environmental features to serve all existing and anticipated population needs, the Village will:

1. Improve public access to the East Branch of the Croton River through the construction of the proposed park along the south side of Marvin Avenue.
2. Promote opportunities for fishing and improve access for fishing by providing a marked entrance with informational signage and designated parking at the municipal parking lot located at 208 Main Street.
3. Continue to maintain the existing parks in Brewster, including John E. Markel Park, Wells Park, and Bailey Park. Enhance these parks with amenities as necessary.
4. Create a Village Green to serve as a central gathering space for residents, workers, shoppers, and visitors of Brewster.
5. Encourage tourism for recreational purposes including trails, biking and parks.

Transportation, Transit, and Public Facilities

Goal: To provide a transportation system that offers multiple transportation and transit modes that will support new residential and commercial development, the Village will:

1. Improve the 5-way intersection at Oak, Prospect, Progress, and Hoyt Streets.

2. Enhance the gateways into the Village at the intersections of Route 6 and North Main Street to the west by the Route 6/ Carmel Avenue Bridge; Route 6/22 and Main Street to the east by the Borden Bridge; and Railroad Avenue and Route 22.
3. Improve the offset four leg intersection of Route 6 and North Main Street, just east of the Route 6 Bridge. Pursue various alternatives including the replacement/ realignment of the deteriorated Route 6/ Carmel Avenue Bridge to the south to line up with Michael Neuner Drive.
4. Realign the intersection of Main Street and Oak Street to promote pedestrian and vehicular safety and improve circulation. Access via a future trail connection should be provided between Wells Park and the park being built along the East Branch of the Croton River in this vicinity.
5. Encourage walkability within the Village through the implementation of Complete Streets policies.
6. Establish connectivity among the existing Putnam County trails and the proposed trail network.
7. Provide pedestrian facilities where necessary in order to be ADA (American Disabilities Act) compliant (i.e. sidewalks, curb cuts). Improve streetscapes with landscaping and amenities.
8. Implement shared lane markings on Main Street/Route 6 with NYSDOT Region 8 from Route 202 to CR 53/N. Main Street or extending further to the west to the Putnam Bike Trail at Putnam Avenue/Drewville Road.
9. Implement shared lane markings on CR 53/N. Main Street with Putnam County from Main Street/Route 6 to Markel Park/Kobacker's Market/Maybrook Bikeway.
10. Implement bike lanes on either side of Marvin Avenue or a multi-use trail on the south side of Marvin Avenue from Main Street/Route 6 at Wells Park to Railroad Avenue.

Economic Development

Goal: To revitalize the Village economy by providing local employment opportunities, necessary tax ratables, and a variety of services, the Village will:

1. Create economic value for the entire Village and greater Brewster area, focusing on the existing downtown core and redeveloping underutilized sites and buildings (Envision Brewster).
2. Strengthen the Downtown Center with an increased variety of retail establishments, restaurants, cultural and entertainment destinations.
3. Pursue the adaptive reuse or the development of alternative uses of the Garden Street School site. Condominium or cooperative housing is a possible adaptive re-use for the Garden Street School. Senior housing, assisted living and live/work space for artists have also been suggested. The playfields to the north of the school are a potential location for single family homes or townhouse development.

4. Implement workforce development programs to enhance the employment opportunities and quality of life of the residents of Brewster.
5. Pursue marketing and promotion strategies to attract a variety of businesses and also cater to the arts community.

Housing and Residential Development

Goal: To provide a broad range of adequate and safe housing options and opportunities that will meet the needs of all segments of the Village's population present and anticipated, the Village will:

1. Encourage home ownership opportunities through the development of alternative housing types.
2. Promote an increase in residential density through the adjusted zoning regulations to allow a greater Floor Area Ratio (FAR).
3. Pursue Transit-Oriented Development adjacent to the Village's Metro-North station.
4. Encourage rehabilitation of housing stock where applicable.
5. Continue to support the development of a variety of housing types that would attract millennials and empty-nesters.

Parking

Goal: To address the issues of shortage of available parking in the Downtown Center, the Village will:

1. Increase the supply of available parking through the development of a parking structure within the Downtown Center.
2. Identify opportunities to create strategically located pocket parking areas within the Downtown.
3. Create opportunities for public and shared-use parking.

B. Proposed Land Use Plan

As shown in Exhibit 8, Proposed Land Use, the Village of Brewster divides the community into eight categories of development. The Plan is based on existing land uses and zoning, and the redevelopment options for various sites and areas within the Village generated through the public participation process.

Proposed zoning map and zoning text changes that correspond to the land use categories are set forth in the Implementation Plan.

1. Downtown Center (B-1)

The Downtown Center is located along Main Street to the east of the Metro-North Station and generally extends to Wilkes Street. Downtown developments would focus on mixed-use buildings and a pedestrian-friendly Main Street, with improvements to include decorative

sidewalks and coordinated street furniture (benches, trash receptacles, planters and light fixtures). Where sufficient width exists, sidewalk cafes could also be provided.

The proposed building height limit within the Downtown Center would be increased to 75 feet or 6 stories (including 4 stories and up to 2 stories for the provision of incentives such as additional parking, open space, or other community amenities). Along Marvin Avenue, this maximum height would depend on building geometry and accessibility for firefighting equipment and personnel, but heights would be limited to a maximum of 75 feet (excluding HVAC systems and utilities if located on top on the building). Unless new development were to provide a plaza area or outdoor dining, building would be extended to the front property line as a “build-to-line” that would maintain the character and scale of existing development in the area. The density of development in the Downtown Center, including building coverage and FAR, would also be increased. Density bonuses could also be provided by the Village Board through incentive zoning for features that enhance the overall appeal and quality of the Downtown Center.

Retail, personal services, restaurants, offices, theatres, cultural and historic buildings and related commercial uses would be permitted; apartments above these commercial uses would be encouraged, as part of a Transit-Oriented Development. Single family dwellings would no longer be permitted. Businesses that contain drive-through, such as banks and restaurants, would not be allowed in the B-1 Zoning District. Adult uses also would not be permitted. Artist lofts and live/work space should be added as Special Exception Use Permits. The existing Parking (P) District should be incorporated into the B-1 District, and parking will remain as an accessory use.

2. Lower Density Business (B-3)

A less intensive mixed-use land use area is proposed in three locations: 1) along a one-block area in the northern part of Brewster on the east side of North Main Street from Wells Street to Casino Street; 2) along two blocks on the south side of Main Street from Wilkes Street eastward all the way to opposite the intersection with Peaceable Hill Road; and 3) the north side of Main Street from the intersection with Oak Street to Peaceable Hill Road.

Regarding intensity, this Business/Residential area should limit building heights to four stories not exceed 50 feet excluding HVAC systems, less than what is proposed for the Downtown Center. This would include 3 stories and up to 1 additional story for the provision of incentives such as additional parking, open space, or other community amenities. Yard, coverage and parking requirements should also reflect its less intensive character as these regulation requirements will also permit less in terms of building coverage, height, and parking. These regulations will also contribute to maintaining the existing character of these areas, which include commercial and residential buildings that are lower in height and are located on parcels with wider frontages. Unlike the Downtown Center, free-standing residential uses would also be allowed. The Land Use Plan would permit a mix of uses, particularly residential and retail. Sidewalks should extend along Main Street for the entire length of this land use area to facilitate

walking and connectivity to the adjacent Downtown Center area with its shops, cultural and religious uses and the railroad station.

3. Highway Commercial (B-2)

The Highway Commercial area is shown on both sides of Route 6/ Route 202 in the eastern portion of the Village. Small scale shopping centers, automotive-related uses and heavy commercial uses would be allowed with improved landscaping and signage requirements designed to upgrade the visual image of the area along the roadway. Vegetative buffers should be encouraged along the frontages of these commercial properties. This would create separation from the roadway and limit visual impacts, providing a safer and more attractive environment. Signage should be applied to the front of the building and not extend past the roofline. Signs should also be as low as possible and have a regular shape while including the least amount of words possible. The sign ordinance should be revised to address the character and objectives of this district.

4. Professional Business (PB)

This land use category extends from Oak Street to Wells Street on the east side of North Main Street, and across the Route 6 Bridge on both sides of the roadway. This low density area would include professional office uses, such as law, accounting, real estate, or medical/dental offices, and funeral homes, along with single family and two family homes. Unlike both the Downtown Center and the Business/Residential area, the Professional Business category would restrict uses to being within a residential scale, limiting building height and coverage, to maintain the context of the neighborhoods in the vicinity. It would preclude uses such as restaurants, retail and similar uses that are deemed more appropriate for the areas to the east of the Metro-North Station. However, sidewalks should be provided to connect this Professional Business area to the train station and the nearby downtown cultural, retail and restaurant uses, helping to facilitate interaction and contributing to downtown's vitality.

5. Research, Office and Light Industrial (LMW)

The Research, Office and Light Industrial land use category is shown on both sides of North Main Street in the northern portion of the Village where these types of uses already exist. The Land Use Plan would encourage new uses in this area, including research and development, technology, offices (both general and professional), and light manufacturing. This would contribute to creating and expanding local and diverse employment opportunities.

6. Recreation and Open Space (C)

This land use category would apply to existing parks and recreation areas including: John E. Markel Park along North Main Street; Wells Park to the north of Oak Street; Bailey Park; and the proposed park and open space area. This proposed park is located in the southern portion of the Village along the East Branch of the Croton River. Within the conceptual TOD project, a Village Green is proposed on Main Street by eliminating the strip of parking directly behind the

Town of Southeast administration building. Vehicular access within this stretch may also be eliminated. Closing off this portion of Main Street behind the old town hall building, from Railroad Avenue to Park Street, would allow this area to be utilized as a pedestrian open space within the Downtown Center of the Village.

The Village should continue to maintain and enhance its existing parks as necessary. Additionally, recreational opportunities, such as fishing, should be promoted through informative signage at 208 Main Street (municipal parking lot) and marked entrances to access the Croton River.

7. Residential: Neighborhood Residential and Low Density Residential (R and R-20)

Neighborhood residential areas would include single family homes in three largely built-up portions of Brewster. These residential areas include the 10 block neighborhood to the north of the Downtown Center, along both sides of Prospect Street. In addition to the single family homes, there are scattered two family and three family homes and religious uses in this attractive neighborhood. A tree-lined road system is laid out in the neighborhood. Some sidewalks exist, facilitating pedestrian connections to the Metro-North station and nearby Downtown Center uses. The density of development in these areas is approximately four to six dwelling units per acre.

Two additional neighborhood residential areas are shown: the first across the Route 6 Bridge in the northwestern portion of the Village, and the second in the eastern part of Brewster, along Allview Avenue. These two residential areas contain larger lots than the Prospect Street neighborhood, and are more suburban in character than the 10 block neighborhood that focuses on Prospect Street. Similar single family homes also exist on Peaceable Hill Road, in the vicinity of a senior citizen development with manufactured housing on small lots.

The existing R-20 zone includes three parcels: the Garden Street School, the area west of the train station (Marvin Mountain), and the east end of Main Street from Marvin Avenue to the Borden Bridge. Zone changes, floating zones, incentive zoning, and/ or other zoning mechanisms to encourage development in these areas may be implemented as appropriate. However, innovative zoning techniques, including overlay zoning, form-based codes, special use permits, clustering, planned unit development, etc. may be considered for use in the village in all of the zoning districts where changes are being considered to promote redevelopment, in-fill development or other significant development project.

8. Public Buildings and Facilities, including the Garden Street School (R-20/PB/B-1/C)

This land use category would apply to the building and grounds of the Garden Street School including the playfields to the north of the school. The Putnam County Archives Building, NYC DEP laboratory, churches, fire station, and other public works facilities are also included in this category.

C. Traffic, Transportation, and Public Facilities Plan

1. Traffic

The Village road system includes U.S. Route 6, also known as Main Street, a primary road, which runs through the entire length of the community. Two collector roads, Oak Street and Marvin Avenue, run parallel to Main Street. Prospect Street serves the 10 block residential neighborhood to the north of the Downtown Center. Its homes are within easy walking distance to the Metro-North station. Oak Street serves residential uses and the Garden Street School. Marvin Avenue serves less developed housing areas and utilities before terminating at Railroad Avenue. Oak Street intersects with Prospect Street, another collector road, just north of the Downtown Center. Main Street and the collector roads should have sidewalks to facilitate safe pedestrian access. There are a number of important intersections in the Village that need upgrading given existing geometry, alignment, and roadway connections. See Exhibit 10, Existing Road System, and Exhibit 11, Proposed Traffic Improvements. As discussed below, three of these are important gateways.

a. Gateways

The intersection of Route 6 and North Main Street, just east of the Route 6 Bridge (Carmel Avenue Bridge), is a wide open, offset four leg intersection. See Photo 1 to 2. A gasoline service station located here adds additional paved areas to this gateway. Improvement should be made with conjunction with development at that site. Improvements should include landscaping and painting of the pavement to help control traffic flow through the delineation of the roadway, sidewalk, and adjacent properties. These improvements also enhance the physical appearance of the gateway. The Route 6 Bridge needs to be re-constructed as well. Various alternatives to the bridge reconstruction and redesign of the intersection should be considered including the possible replacement of the bridge and shifting it to the south to line up with Michael Neuner Drive.

The intersection of Route 6/202 and Main Street in the eastern portion of the Village is also an unattractive gateway to Brewster. As motorists turn toward Main Street crossing the East Branch of the Croton River (at the Borden Bridge), existing vegetation near the roadway bridge is overgrown. In addition, the area lacks effective signage directing visitors to the Downtown Center, as seen in Photo 3. Strengthening this gateway with improvements would contribute to establishing an identity for Brewster while also upgrading the signage for the Village as a destination.

The plan also calls for establishing a third gateway at Railroad Avenue, south of the rail station by NYS 22 (by the former Electra-zone field). This should be done by adding signage to direct travelers who are approaching the Village from the south.

Traffic volumes, traffic speeds, and the lack of sidewalks at its eastern edge are concerns along Oak Street, particularly given the residential and recreational uses and the lack of

sidewalks along the road's eastern portion. Additional traffic controls, including speed humps and better pavement markings, would help to reduce the speed of traffic. The intersection of Oak Street, Progress Street, and Prospect Street is an awkwardly aligned five-way, stop sign controlled intersection that reduces traffic speeds along Oak Street at its western edge. Similar measures to control the speed and traffic on Marvin Avenue would also need to be considered.

In the vicinity of the Metro-North Station, where Route 6 and Main Street turn to the north, the paved area is sufficiently wide to accommodate on-street parking with sidewalks on both sides of the roadway. At the station itself, there is a traffic signal where Railroad Avenue and Main Street intersect. Traffic congestion occurs when trains arrive, and vehicular and pedestrian activity spikes. To the east along Main Street, there is one additional traffic signal, at Progress Street. Pedestrian crossings are provided directly north and south of the train station on Main Street, at Park Street, at Progress Street, and at Wilkes Street. Sidewalks are present along Main Street, yet end as Main Street approaches Merritt Street (however, this is only on the north side). On the south side of Main Street, sidewalks are only absent for a short stretch as Main Street approaches the intersection with Marvin Avenue.

Oak Street has sidewalks to the west of the Garden Street School. As development occurs along Marvin Avenue, sidewalks should be installed to provide pedestrian access to uses along Main Street and to the Metro-North Station.

In addition, the Village should consider implementing traffic patterns consistent with the Goals and Objectives of the Comprehensive Plan.

b. Traffic Volumes on Main Street

New York State Department of Transportation 2011 speed and Annual Average Daily Traffic (AADT) data was collected from New York State. The State's data for the area along Main Street, between Peaceable Hill Road and Oak Street, was examined. To supplement the NYSDOT numbers, during the week of June 8 to June 14, 2014, all day machine counts were taken at the intersection of Main Street and Progress Street in the center of the downtown.

The three most recent DOT counts showed AADTs of 12,380 vehicles per day in 2004, 10,890 in 2007 and a low of 10,280 in 2011. According to the machine counts, which were undertaken in the Downtown Center, the 2014 seasonally adjusted volume was 8,200 vehicles per day. This reflects a continuing decrease in volume and reflects traffic diverting from Main Street to Oak Street as Oak Street is being utilized as an alternative bypass. The VHB machine counts indicated that the AM peak hour is between 7:00 AM and 8:00 AM, with 594 vehicles per hour (vph). There were two PM peaks. One at 3:15 to 4:15 PM with 656 vph and one later at 4:45 to 5:45 PM with 652 vph.

c. Complete Streets

The Complete Streets Audit was a field inspection focusing on the Downtown Center in Brewster, essentially extending along Main Street from the Metro-North Station to the Oak Street intersection. Just to the east of the train station, the pavement area on Main Street is wide (about 65 feet at Park Street) with angle parking on both sides of the street. Parallel parking and sidewalks extend to the east, where Main Street narrows to about 50 feet at Progress Street and 40 feet at Wilkes Street. Just beyond Wilkes Street, there is no sidewalk on the north side of Main Street. The sidewalks on Main Street in the Downtown Center are generally about 10 feet in width; to the east, the sidewalks are about five to seven feet in width. In the Downtown Center, this width is sufficient for planters and street furniture, and perhaps where the sidewalk is wider than 10 feet appropriate for some limited outdoor dining. To the east of the Downtown Center, there is limited width for street furniture.

There are three intersections in the downtown area that need some attention in the planning process. The Oak Street/Main Street intersection, which comes into Main at about a 30 degree angle, could be limited to west-bound traffic only, with east-bound traffic entering onto Main Street at a new connection just to the west of the existing intersection. Pedestrian crossings at the intersection should be considered. This crossing would also help to facilitate pedestrian access to Wells Park.

Along Oak Street, which runs parallel to Main Street to the north, there are sidewalks along western portions of the roadway, but none in the eastern portions near Main Street. Given pedestrian traffic on Oak Street, sidewalks should be provided through its entire length. Oak Street is utilized as a Main Street bypass for residents living along the roadway and in the neighborhood to the north. It is also used by buses heading toward the Metro-North Station. Although the present width of the roadway helps to reduce speeds, speed can be reduced with additional painted pavement markings, identifying the edge of the roadway, in effect further narrowing it down. The use of speed humps to physically slow down traffic near Wells Park or School Street could also be considered. Further west, Oak Street's five-way intersection with Progress Street, Prospect Street and Hoyt Street is confusing and poorly aligned. Normalizing it to a more convention design should be considered.

The principal intersection in Downtown Brewster is the intersection of Main Street and Railroad Avenue at the Metro-North Station. Despite the pavement width, traffic moves slowly in the area, given the turn in the roadway, the railroad station, and a number of pedestrian crossings. Some of the crossings here and in the area to the east meet current DOT standards in terms of pedestrian ramps, pedestrian signals, pedestrian warning signage and tactile warning strips, while some others do not. The former Southeast Town Hall is located in the center of this intersection. The possible development of a Village Green could be considered by closing off vehicular access in the area directly behind the old Southeast Town Hall building between Railroad Avenue

and Park Street. This area can then be converted into a pedestrian, green space. While desirable from an aesthetic perspective, closing of a small portion of this intersection would need to be carefully considered, given the traffic realized at this location when trains arrive and depart.

Connections between the trail system being developed in and around Brewster were also discussed during the Complete Streets Audit, including a possible trail extending along Marvin Avenue to access the park and serve future development along that roadway. On Main Street, there is not adequate width for bike lanes without losing substantial amounts of on-street parking, so shared lane markings for cyclists should also be considered.

Parking in Downtown Brewster is another important issue. The proposal for a car parking structure between Railroad Avenue and Park Street has been under consideration. Another idea is to allow 30 minute free parking on Main Street for shoppers. Merchant parking on Main Street needs to be avoided. To do so, off-street facilities, perhaps between Main Street and Marvin Avenue, should be considered. Providing early morning commercial loading/unloading parking regulations along portions of some blocks on Main Street were also discussed.

2. Metro-North and MTA

The reconstruction of a retaining wall on Route 6 near Oak Street, which had crumbled down the slope, is scheduled for completion by the end of 2015. Rehabilitation or replacement of the Route 6 Bridge that crosses over the railroad in the western portion of the Village is not on the Transportation Improvement Program (TIP). The Village and County should support the inclusion of the Carmel Avenue Bridge in the 2017-2022 State TIP. The sidewalk is closed on the bridge, making pedestrian movement difficult. There are no immediate plans to increase commuter parking in Brewster, according to Metro-North.

Putnam County has a number of projects in and around Brewster. The bicycle path that extends from Putnam Avenue to North Main Street will connect to the Maybrook Bikeway II. It will connect to Putnam Bikeway IV on North Main Street. The ADA Transit Accessibility II project will connect with Peaceable Hill Road near the railroad bridge. Additional connections are designed to link to Wells Park and the Garden Street School site. Other pedestrian projects underway include a nature trail connecting the Morningthorpe Bridge to Route 6 from Peaceable Hill Road to Hillside Park and a passive park project being implemented by the Village along the Croton River.

3. Natural Resources and Infrastructure

The Village should continue to pursue the construction of the passive recreation park along the East Branch of the Croton River as funding becomes available. The Village has also recently leased Henry Wells Park from the Town of Southeast. The Village should continue to pursue funding to improve recreational opportunities at Henry Well Park.

The Village also must consider water quality protection measures to safeguard its own drinking aquifer, as well as NYC's Croton Water Supply System. As recommended in the Draft Croton Plan, the limits of the source aquifer should be determined and additional safeguards to protect the aquifer should be established. The Village may want to consider establishing a groundwater protection overlay district depending upon the delineated limits of the source aquifer.

In addition, fire protection within the Village is a concern. The Brewster Fire Department currently utilizes a ladder truck that is 100 feet tall. The ladder truck currently has limited function with the existing power lines throughout the Village, and in particular, along Main Street. Therefore, as a Recommendation for this update to the Comprehensive Plan, the overhead power lines on Main Street and Marvin Avenues should be placed in underground conduits. In addition, the maximum height of any structures should be limited to 75 feet when considering any revisions to the maximum structure height in the B-1 Zoning District.

D. Downtown Plan

The plan for the Downtown Center of Brewster has been designed to build upon the Village's numerous assets, many of which are well known to residents and commuters who use the Metro-North railroad.

Existing conditions in the Downtown Center, as shown on Photographs 4 to 5 depict the mixed-use development pattern and topography of the area. The physical pattern of uses in the Downtown Center is augmented by several assets that include:

- (1) the character, scale and design of existing four-story buildings along Main Street, with apartments above ground floor uses;
- (2) the presence of a commuter railroad station that provides convenient access to employment centers in New York City, White Plains, Mount Kisco and other Harlem Valley locations. (Note, however, that facilities and services for commuters are generally unavailable at the station and in close vicinity, as commuters arrive in, and depart from Brewster without utilizing the benefits to the Downtown Center); and
- (3) an array of historic buildings, museums and activities. The historic and cultural attractions are shown on Photographs 6 to 11 and Exhibit1, Historic Properties.

As previously noted, the Village of Brewster contains numerous historic buildings dating from the mid-1800s into the 1900s. Several of these buildings have been preserved and represent important cultural resources for residents and visitors. Within the Village, there are six buildings that are officially listed on the State and National Registers of Historic Places. Another 11 buildings in downtown Brewster are listed on the State Preservation Historical Information Network Exchange (SPHINX). Many more structures are also of local historic and architectural importance. While many of the historic homes along Main Street and elsewhere in Brewster may not be officially listed on the State and National Registers of Historic Places, they contribute to the historic and architectural character of the Village.

There is a concentration of historic buildings along Main Street between Oak Street and Wilkes Street. While some of these are private residences, others are important civic resources. These include the Brewster Public Library, a Federal-style building constructed in 1931, and Southeast Museum (Old Town Hall), a National Register building that dates to 1896. These facilities offer educational, cultural and arts programming to residents as well as visitors and both facilities have plans for improved and expanded programs and services. The Walter Brewster House, circa 1850, is a Greek Revival-style building that was the residence of the founder of Brewster. The building and its landscaped grounds are owned and maintained by the Landmarks Preservation Society of Southeast.

Preservation and enhancement of historic resources can be fostered through local zoning and public policies to preserve and protect buildings, structures, objects, landscapes, and sites that possess special character or historical or aesthetic value as part of the heritage or culture of the Village, Town or County. Even if not formally designated as a historic district, Brewster should promote the existing historic, cultural and architectural resources to secure additional business, investment and visitors to the Village. This would include an investment in coordinated signage and promotional materials that celebrate Village history and culture. Bringing visitors to the Downtown Center will add purchasing power that will benefit new and existing stores and restaurants.

The Downtown Plan builds on existing assets, including the area's historic and cultural resources, and transforms liabilities into opportunities. Principal among the downtown's liabilities are the blighted conditions that make the area eligible for urban renewal treatment, pursuant to Article 15 of New York State Law. An urban renewal plan can address the evident shortage of parking for employees and shoppers in downtown Brewster. This issue will continue to worsen over time unless the parking supply increases. The change in topographic elevation from Main Street to Marvin Avenue provides an opportunity to provide structured parking, hidden from view along Main Street as part of a potential Transit-Oriented Development (TOD) in an urban renewal area adjacent to the Metro-North Station. The TOD and other redevelopments could bring new commerce and housing to the area. The TOD would be the cornerstone of the revitalization.

As part of the comprehensive planning process, the Village of Brewster and Covington Development have agreed to pursue the TOD at the Metro-North Station and developed a conceptual site plan, see Appendix A, TOD Conceptual Drawings. Covington's conceptual plan consists of approximately 200 housing units, 32,000 square feet of commercial space. The buildings of the development are framed around a Village green, an open space to be located on top of a proposed parking garage, which is planned to contain parking spaces for residents, shoppers, and designated spaces for commuters utilizing the Metro-North train station. This conceptual plan would be facilitated by the Village through the adoption of an Urban Renewal Plan along with the adoption of new zoning that would apply private sector incentives for projects with parking, uses and amenities that would benefit the downtown area as a whole. Additional information on proposed zoning and urban renewal is provided in the Plan Implementation section of this Comprehensive Plan.

Other components of the Downtown Plan include code enforcement, rehabilitation, site improvements, landscaping and certain rezonings as described in the Implementation chapter. These actions would help to improve existing conditions and to encourage private sector investment.

Marketing downtown Brewster is a fundamental component to the Downtown Plan. Although its primary focus was the market for housing development in Brewster, particularly housing on the TOD site, the market study prepared for Covington Development by Goman + York, indicates that there is significant potential for commercial development in the Village based on a gap analysis that examined spending which occurs outside the market area for various types of retail goods. These “lost” expenditures were then converted into potential floor areas of commercial space. The gap analysis stated that there is potential for 100,000 to 200,000 square feet of commercial development, including regional stores, family restaurants and health care uses, such as a large drug store. Such uses would be highly valuable as part of the TOD as they could contribute in addressing specific needs of the Village, including supply of available parking.

Elsewhere in the Village, limited vacant land makes the development of a large scale shopping center (e.g., 200,000 square feet) unrealistic and undesirable given the scale and character of the Village. Sites are small and several are better suited for residential or small scale (5,000 square foot) retail as suggested in the market study. Some commercial development, such as various styles of restaurants and the health club suggested for the County record site, would also be desirable. The FITT to Grow New York workforce development program, which will provide job training (including job readiness skills, contextual ESL training, and advanced manufacturing skills), and can be coordinated with the employment and business opportunities from restaurants and other uses in Brewster.

Given the emphasis on strengthening the Downtown Center near the station, both the market study and the Comprehensive Plan should focus on the need to develop retail in this area, including possible larger scale restaurants and a drug store as identified in the market study, and smaller retail and service uses appropriate for a train station location, such as a coffee shop, dry cleaner, food store and sundry shops for commuters and TOD residents. Clearly these uses need to be on the Main Street frontage. In contrast, project amenities, such as a pool or indoor fitness center, could be situated elsewhere on the TOD site, perhaps on the Marvin Avenue frontage across from the DPW facility.

Notwithstanding the emphasis on TOD, the opportunity to jump start the redevelopment of Brewster also should consider the adaptive reuse or redevelopment of the Garden Street School site. A wide spectrum of uses have been suggested for this 65,000 square foot building (two stories plus basement) including market rate condominiums, age-restricted senior housing, assisted living and a number of community-oriented uses that would likely be not-for-profit and non-tax generating. Adaptive reuse for artist lofts, potentially as low cost live-work space, could be coupled with marketing the downtown as a historic or artist destination similar to what other New York municipalities, such as Peekskill, Beacon, and Patchogue (on Long Island) have been doing. Unlike traditional housing, such a use could minimize the costs for such items as elevators, air conditioners, restrooms and removal of interior walls.

Brewster is only an hour away from New York City, about the same as Peekskill but closer than Beacon, where the Dia: Beacon art museum is a major draw. Yonkers has plans to actively pursue this use as well as part of the warehouse loft district. While Dia is a major component of Beacon's success, its restaurants, arts and craft shops and galleries along Main Street are equally important to the City's renaissance as they complement the anchoring art foundation.

Additionally, two of Brewster's assets should be incorporated into the planning and zoning. The natural environment of Brewster and vicinity offers significant potential for sales and services relating to recreational activities such as freshwater fishing, bicycling and hiking on regional trails that will converge in Brewster. The proposed park along the East Branch of the Croton River will be a short distance from the Downtown Center. Within the Downtown Center, there are a number of existing museums and historic attractions that can be built-up with the introduction of spaces available as art galleries, craft shops, and other boutiques, establishing further attractions that would bring patrons to future restaurants and shops in the Village. By integrating both the scenic natural assets with the arts and cultural assets of the Downtown Center, they can serve as major draws for new businesses, residents, and visitors into Brewster.

Proposed zoning changes in the Downtown Center call for strengthening the B-1 Zoning District controls. This includes incentive provisions that would encourage developments that meet overall revitalization objectives. This also would incorporate the enhancement of the area's assets, which include those that relate to the historic character of the area and the opportunities for Transit-Oriented Development.

Similarly, suggestions in the 2009 Niche Marketing Study for the Village emphasized enhancing the economic conditions of the Village, including focusing on recruiting businesses to build on its historic and cultural assets. Recommended businesses to be targeted included specialty foods and additional dining/entertainment options. The study stated that cooperative marketing could also help create a brand for Brewster and bring awareness to its presence. Arts, culture, and entertainment have potential to be thriving economic sectors in Brewster. Targeting and concentrating these uses could help to create a cultural hub of activity within Brewster and attract a new population to the Village. In conjunction with increased, denser residential housing, the market of the Downtown Center would expand and make the Downtown Center more vibrant. Other recommendations in the Niche Study for business development were to seek out talented entrepreneurs, provide technical assistance to existing businesses, and consider business incentives. Marketing and promotional recommendations were to expand special events and work with Putnam County to hire a Main Street Circuit Rider, who would promote business development in the Village.

Attracting arts, cultural, and entertainment uses could establish a cultural hub of activity within the Downtown Center. As these sectors have promise to thrive in the Village, recruiting these types of businesses would bring additional shoppers and visitors into the Village. These uses could potentially include art galleries, book stores, supplies stores, small theater venue for plays, concerts or movies, and community space for classes, such as art, culinary, ESL and technical courses, which can be pursued by the FITT to Grow New York workforce development program.



Photos 1 and 2: The intersection of North Main Street and Route 6 is in need of improvements.





Photo 3: The gateway from Route 6/202 lacks effective signage to the Downtown Center.



Photo 4 and 5: Four-story, mixed-use buildings are also highlights of Main Street near the Metro-North train station.





Photo 6 and 7: Positive assets Brewster include its historic buildings (Town Hall and Train Station at top, Walter Brewster House at bottom).





Photo 8 and 9: Churches and other institutions contribute to the historic character of Brewster.





Photo 10 and 11: These churches and historic buildings have distinct architectural details.



CHAPTER 11 – IMPLEMENTATION

The implementation of the Comprehensive Plan proposals will require a series of actions by the Village of Brewster. Among the various recommendations, the adoption of the urban renewal plan and the revisions to the Zoning Ordinance and Zoning Map are of the highest priorities. Each requires a Village Board–led process that includes public hearings and review and recommendations from the appropriate Village board(s). Both are Type I Actions under SEQRA and will be assessed as part of the Generic Environmental Impact Statement (GEIS) that is being prepared for the Comprehensive Plan. Other implementation proposals described herein will also be covered in the GEIS.

The following text and maps outline current plan and implementation proposals, including the zoning and urban renewal recommendations. However, more detail will be provided on zoning revisions and the urban renewal plan before they are the subject of their own public hearings.

A. Summary of Proposed Zoning Text and Zoning Map Changes

1. Zoning Map Changes

The proposed map changes are shown on Exhibit 9, Proposed Zoning Revisions. As indicated, most of these changes relate to the B Business Districts. Perhaps the most important of these are the adjustments in the boundaries of the B-1 and B-3 Districts, to better reflect existing land uses. The B-1 District would be revised to allow more density and dwelling units per site. Incentive provisions would allow the Village Board to approve additional amenities such as parking, outdoor cafes and cultural facilities that address the community’s objectives for the Downtown Center. Where less intensive commercial uses are more appropriate, some B-1 areas would be changed to B-3.

Zoning for the Garden Street School site is proposed to be changed to allow additional permitted uses, either as adaptive reuse of the existing school building, or following its demolition. This could be accomplished by means of a floating zone.

The existing areas zoned B-2, B-4 and B-5 are proposed to be combined into one Highway Commercial district with design guidelines that focus on the views from Route 6 and 22.

Finally, the zoning for the area on the south side of Main Street to the east of the Marvin/Main intersection is proposed to be changed from R-20 to the B-3 zone to allow for a variety of uses, including retail, residential, and research and development.

2. Zoning Text Changes

Although the format of the Zoning Ordinance is sound, there are a number of text changes needed to make its implementation more effective, and to make it a tool that will help the Village’s land use and redevelopment plans become a reality.

The B-1 zoning district would be revised to allow up to six-story mixed-use development, such as the proposed TOD concept, Appendix A. This concept incorporates approximately 200 units of housing and 32,000 square feet of commercial and amenity space. The concept includes parking that would serve the development, commuters and local businesses and cultural facilities found elsewhere in the B-1. The drop in grade from Main Street to Marvin Avenue would allow the structured parking to be hidden from view from Main Street.

In terms of use changes, the text amendments to the B-1 would include artist lofts and live/work space, all as Special Exception Uses Permits. Adult uses would be deleted from the B-1 permitted uses. Drive-through windows for banks, drug stores and fast food restaurants would not be permitted since they would detract from the walkability of the Downtown Center. Bed and breakfast will be added to the R district as a special exception use permit.

Lot, bulk and parking controls would also be changed, including increases in FAR and building coverage, as well as height in B-1, which would be increased to six stories or 75 feet excluding HVAC, as measured from Main Street.

In the B-3, the lot and bulk controls would be more restrictive than in the B-1, with lower FAR, height, building coverage, and greater yard and parking requirements. Height would be limited to four stories or 50 feet excluding HVAC, as measured from Main Street. Uses with drive-through windows would be allowed as a special exception use permit. The parcel along Main Street to the east of the Main Street/ Marvin Avenue intersection would be rezoned as B-3. Research and Development would be added as a permitted use in this zone.

As previously noted, the B-2, B-4 and B-5 Districts would be combined into a new B-2 Highway Business District. Text changes necessary to update this zoning would include regulations regarding delineated curb cuts which are necessary to show proper egress and ingress for safety purposes, and provision of effective landscaping in front yards. The signage regulations would also be changed for this new district to foster a better appearance. The exclusion of single family homes would be part of this new B-2 Highway Business District.

The existing R-20 zone includes three parcels: the Garden Street School, the area west of the train station (Marvin Mountain), and the east end of Main Street from Marvin Avenue to the Borden Bridge. Zone changes, floating zones, incentive zoning, and/ or other zoning mechanisms to encourage development in these areas may be implemented as appropriate. Innovative zoning techniques, including overlay zoning, form-based codes, special use permits, clustering, planned unit development, etc. may be considered for use in the village in all of the zoning districts where changes are being considered to promote redevelopment, in-fill development or other significant development project.

Additional definitions and procedures for issuances of Special Exception Use permits, for use and area variances may be needed.

B. Urban Renewal

The initial steps in the urban renewal planning process is the preparation of a blight study to make certain that a designated study area has sufficient building and related blight factors that make it substandard pursuant to Article 15 of New York State Law. A Blight Study was prepared for the Main Street corridor. It was reviewed by the Comprehensive Plan Committee and submitted to the Village Board for acceptance. Following the designation of the area as suitable for Urban Renewal, by the Village Board, the preparation of an Urban Renewal Plan will be authorized and then considered for approval by the Village Board.

An urban renewal plan includes several chapters mandated by State Law. Some of these, like proposed land use and proposed zoning, have already been considered on a preliminary basis as part of the Downtown Plan. Others, including possible acquisition of private property with the use of eminent domain, and associated legal, appraisal and demolition costs, need to be estimated, along with costs for public improvements, rehabilitation and code enforcement. Those who are being displaced because they are located within the area of the proposed development, including residents and businesses, will receive just compensation as required by law.

C. Housing

Several issues were determined from the existing characteristics of the housing stock in the Village and their relationship to demographic trends. Potential solutions which were outlined to address these issues, include the following:

- (1) There is an imbalance between owner-occupied and renter-occupied housing in the Village, with Census data indicating that only 194 (22.5%) of the 961 units are owner-occupied (81.9% of housing units in Putnam County are owner-occupied). Although financing for new housing has recently been more readily available for rental housing, the Village also needs to define opportunities that could result in single family, two family, condominium and townhouse developments, which are more likely to be attractive to homeowners.
- (2) Existing housing in the Village, although an older stock, is mostly in good condition. Housing rehabilitation and code enforcement, including removal of lead based paint, are needed, particularly in the urban renewal study area.
- (3) Conversions of commercial space to residential apartments need to be generally prohibited, both to maintain the Village's economic base and to avoid creating substandard housing conditions from unsuitable conversions. Zoning should not permit such conversions, unless as part of a special exception use permit with appropriate criteria and safeguards.
- (4) Judicious removal of housing in the urban renewal study area should be pursued to eliminate the most deteriorated and blighted conditions. New housing as part of a TOD development adjacent to the Metro-North Station, and new owner-occupied residential development elsewhere in the urban renewal study area, should be pursued.

(5) Condominium or cooperative housing is a possible adaptive re-use for the Garden Street School. Senior housing, assisted living and live/work space for artists have also been suggested. As noted, the playfields to the north of the school are a potential location for single family homes or townhouse development.

(6) The Village provides significant opportunities for lower cost rental housing in its two and three family homes and in its mixed-use buildings in and around the downtown area. The senior housing above the Village offices and the townhouses on Marvin Avenue are affordable housing built with State assistance.

D. Other Plan Proposals

The previous plans contained a number of urban design, landscape architecture and engineering studies that identified elements that can be used to better integrate development patterns in Brewster. These include, among others, historic building facades, gateway area designs and public historic directional signage. Incorporating these proposals into the Comprehensive Plan will contribute to the overall enhancement of the Village.

Marketing and promoting the Downtown Center of Brewster has also been addressed in previous plans. As indicated in the Niche Marketing Study, the Village should actively recruit and attract additional businesses and amenities to the Downtown in order to draw in more shoppers and visitors.

The Village should pursue the adaptive reuse of the Garden Street School. Part of this process should involve the Brewster School District following all legal processes, including creating a Request for Proposals (RFP) and completing a Generic Environmental Impact Statement (GEIS).

Brewster should seek funding for Urban Renewal projects through various programs including New Market Tax Credits, New York State Community Development Block Grants, New York Main Street, New York State HOME LPA (Local Program Administrators), and Rural Area Revitalization Projects. These funds can be allocated towards various redevelopment projects in the Village including the TOD and parking structure.

The effective implementation of this Plan will require a coordinated effort both within the Village and with external entities such as the County, State regional offices, MTA Metro North, among others. To that end, the Village will create an Implementation Task Force to keep the community and involved agencies informed regarding any decision-making that takes place to implement the Plan and the implementation process.